DENARE BEACH PLANNING STUDY REVIEW

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Prepared for:

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Northern Municipal Services
Saskatchewan Urban Affairs

and

The Denare Beach Northern Village Council

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1.0 INTRODUCTION

1.1 Background To the Present Study

In 1978, the then Denare Beach Local Advisory Council (LAC) was presented with a Community Development Plan prepared on its behalf by Makale, Holloway and Associates Ltd. (MHA Ltd.), Regina, through the joint sponsorship of the Canada Department of Regional Economic Expansion (DREE) and the Department of Northern Saskatchewan (DNS). The three major objectives of this initial planning project were cited as being:

- to identify all relevant social, economic environmental and political/institutional factors which can be expected;
- to influence community development and land use over the short and long term;
- to guide the community in formulating and phasing its future development program, and;
- to provide an educational process encouraging public involvement in local planning matters and enhancing the ability of local decision makers to utilize sound planning principles. (MHA Ltd., 1978 p.2)

The terms of reference for the 1978 study called for a planning horizon of 15 years with emphasis placed upon determining community growth and development needs and goals over the initial 5 year period 1978 to 1983.

The present follow-up report is intended to accomplish the task implied by its title: "Denare Beach Planning Study Review". The study was commissioned in August of 1983, by the Community Planning Branch of the then Department of Northern Saskatchewan, on the grounds that the initial community plan required review in light of several events which had occurred over the 5 years which had elapsed since its completion in 1978. The most significant of these events include the installation of piped sewage disposal and water supply, a steady increase in the community's "permanent" population and concommitant decrease in the supply of buildable lots, and a change in community status from a LAC to a Northern Village, resulting in increased responsibility and accountability in the administration and financing of municipal services.

1.2 Study Purpose and Work Scope

The terms of reference for the present study establish its purpose as being to update the 1978 plan by using the data and information contained therein as a benchmark for identifying recent changes in the community's social, demographic, economic and physical characteristics. The plan review is to focus on physical matters affecting the community over the next five years, while working within a fifteen year time frame in terms of growth projections. The review is required to pay particular attention to the community's:

- regional context;
- social, economic, physical and environmental characteristics;
- population growth and structure;
- services and facilities;
- housing and infrastructure, and;
- land use and physical development characteristics and needs.

Finally, the study is to provide a set of policies to guide future community growth and development, along with a review and priorization of municipal capital projects over the planning period.

It should be emphasized that the present report is an information and policy document which, in conjunction with the earlier study, is intended to aid Council in making enlightened decisions concerning future community growth and development. In order to have legal effect, the land use and development policies and recommendations contained herein would require translation and implementation by way of a Zoning By-law. Should Council choose to adopt this more stringent method of land use and development control, the assistance of the Community Planning Services Branch of Saskatchewan Urban Affairs would be available to aid in the formulation of a Zoning By-law and accompanying community zoning map.

1.3 Study Method

Over the course of the study, the consultant visited Denare Beach on four occasions for purposes of undertaking field research, survey work and meeting with the Council and general public at key stages of the planning process. In conjunction with the information contained in the 1978 plan, plus contacts with various government agencies, these field trips enabled the consultant to update and/or supplement data in the areas of: population growth and structure; economics and employment; property ownership and land tenure; community services and facilities; housing; and land use and physical development. On the basis of this background information and in addition to a mail-out, Community Leader's Survey into local concerns and suggestions for improvement, the consultant formulated a community-wide land use plan as well as site-specific, "Action Area Plans". These plans, which are included in this report, are intended to shape the physical growth and development of Denare Beach over the coming 15 years. In conjunction with the written policies and recommendations, they are designed to ensure the most orderly, efficient and cost-effective use of developable land and existing infrastructure in Denare Beach.

The final phase of the plan review process involved the formulation of a capital improvements program based on infrastructure needs identified over the course of the community services and facilities review.

The present study, then, attempts to maintain continuity with the initial, 1978 planning exercise, while taking into account both the changes which have occurred in Denare Beach over the intervening years and the future needs of the community as identified through the consultant's professional expertise and liaison with the citizens and elected officials of the Village of Denare Beach.

2.0 COMMUNITY CONTEXT

2.1 Location

Denare Beach, an incorporated Village of some 730 people, is located on the north east side of Amisk Lake at the northeastern edge of Saskatchewan, roughly 400 kilometres (250 miles) by air from Saskatoon. The community is approximately 23 kilometres (14 miles) southwest from Flin Flon, Manitoba, via Provincial Highway #167. Denare Beach is linked to both the Saskatchewan and Manitoba highway systems, however vehicular traffic must at present take an extremely circuitous route either through Manitoba or via the Hanson Lake Road in Saskatchewan in order to reach the province's major population centres such as Prince Albert, Saskatoon and Regina. The planned construction of an all-weather road linking Highway 167 from Creighton with Highway 123 at Cumberland House will rectify this. In the meantime, Denare Beach is more oriented, from social, economic and transportation perspectives, to the Province of Manitoba via Flin Flon.

2.2 Regional Context

The 1978 report provides a detailed description of Denare Beach's locale in terms of climate, vegetation, geology, soils and geography. For present purposes, it is sufficient to note that the community lies within the Saskatchewan-Nelson River Basin on the southern edge of the Precambrian Shield. The terrain is rolling to hilly with numerous granitic rock outcrops. Soils vary greatly in depth, with the mantle generally being shallow and consisting of a mixture of clay, sand, till and organics. Vegetation is typical of a Boreal Forest with a predominance of jack pine, white and black spruce, balsam fir, poplar and white birch.

Figure 1, shows the regional context of Denare Beach and its road linkages with Manitoba and the rest of Saskatchewan. The name, "Denare", is an anacronym for the DEpartment of NAtural REsources, and attests to the role that this agency played in the establishment and maintenance of Denare Beach as a resort community for the mining centre of Flin Flon, Manitoba.

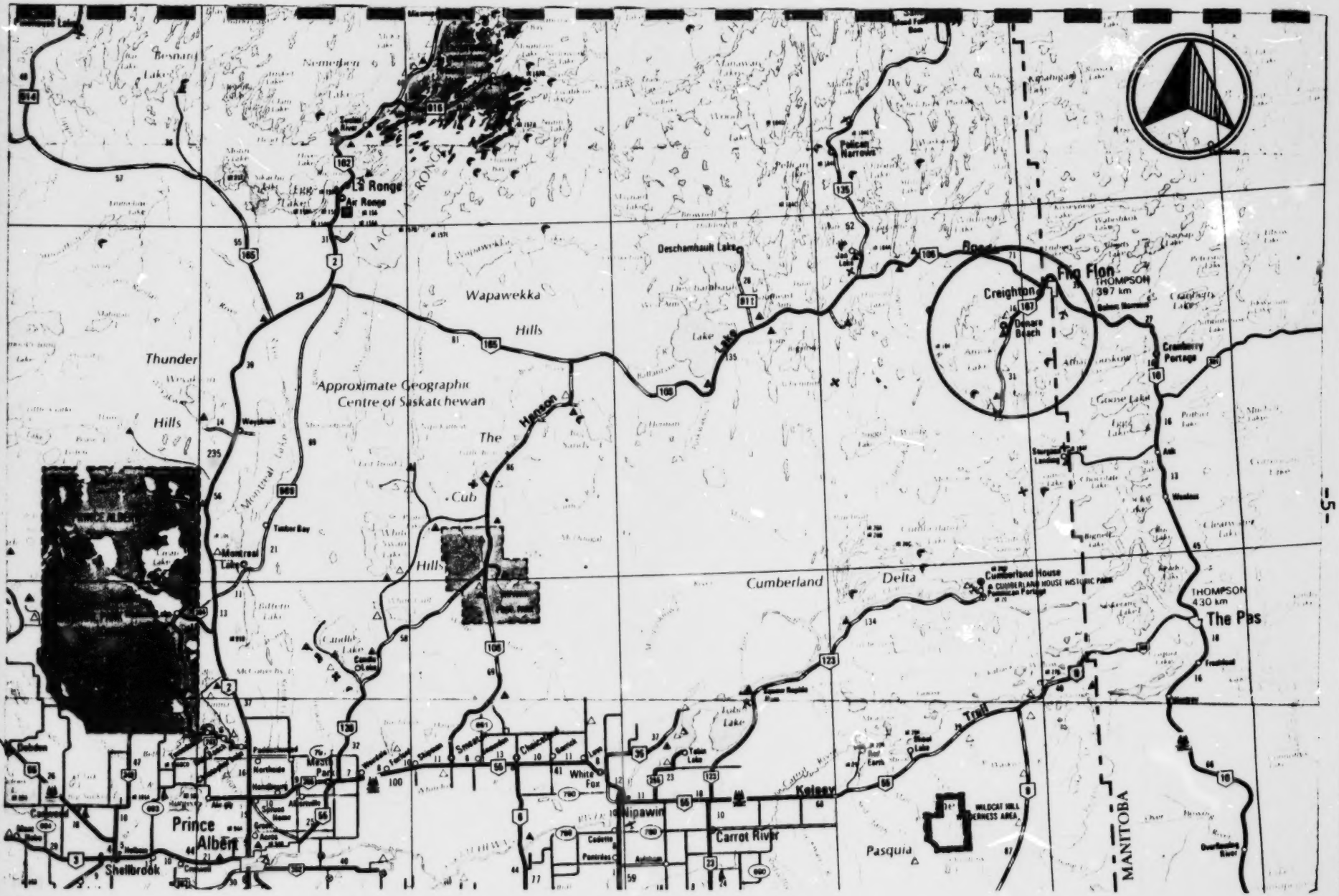


Fig. 1 Denare Beach Regional Context

2.2 Regional Context (Cont'd)

Regional resource development activities are dominated by mining, forestry and tourism, with the former industry accounting for 36% of all local employment. Unemployment is highest among the community's native population whose traditional economic pursuits such as trapping and commercial fishing have declined drastically in recent years.

In a social and economic sense, Denare Beach is extremely dependent upon the neighbouring centres of Creighton, Saskatchewan and Flin Flon, Manitoba. In a very real sense, Denare Beach is and always will be a residential suburb of these more prominent communities, for as long as they remain the major focus of commerce and employment for Denare Beach residents. The community's foremost opportunity for economic self-sufficiency lies in tourism; to date, a largely untapped resource. However, in view of Denare Beach's attractiveness as a place of residence relative to Creighton and Flin Flon, the community can be assured of a solid population base on which to grow and develop barring a complete collapse of the regional mining industry.

2.3 Planning Area

While this study was in the process of completion, Denare Beach was granted two separate changes in community status, from an LAC to a Northern Hamlet in October, 1983, and from a Northern Hamlet to a Northern Village in April, 1984. This latter change in status required that a community boundary be established for administrative purposes. This boundary was described by metes and bounds in a ministerial order dated February 10, 1984, signed by the Minister of Urban Affairs. Figure 2 reproduces this boundary in map form in its approximate location.

For the purposes of the present study, the planning area is deemed to extend to the boundaries of the Village of Denare Beach. It should be noted however, that, in matters of employment, economics and community servicesand facilities, this report broadens its focus to somewhat of a regional level, while in matters related to land use and physical development, its emphasis is on the built-up portion of the community.

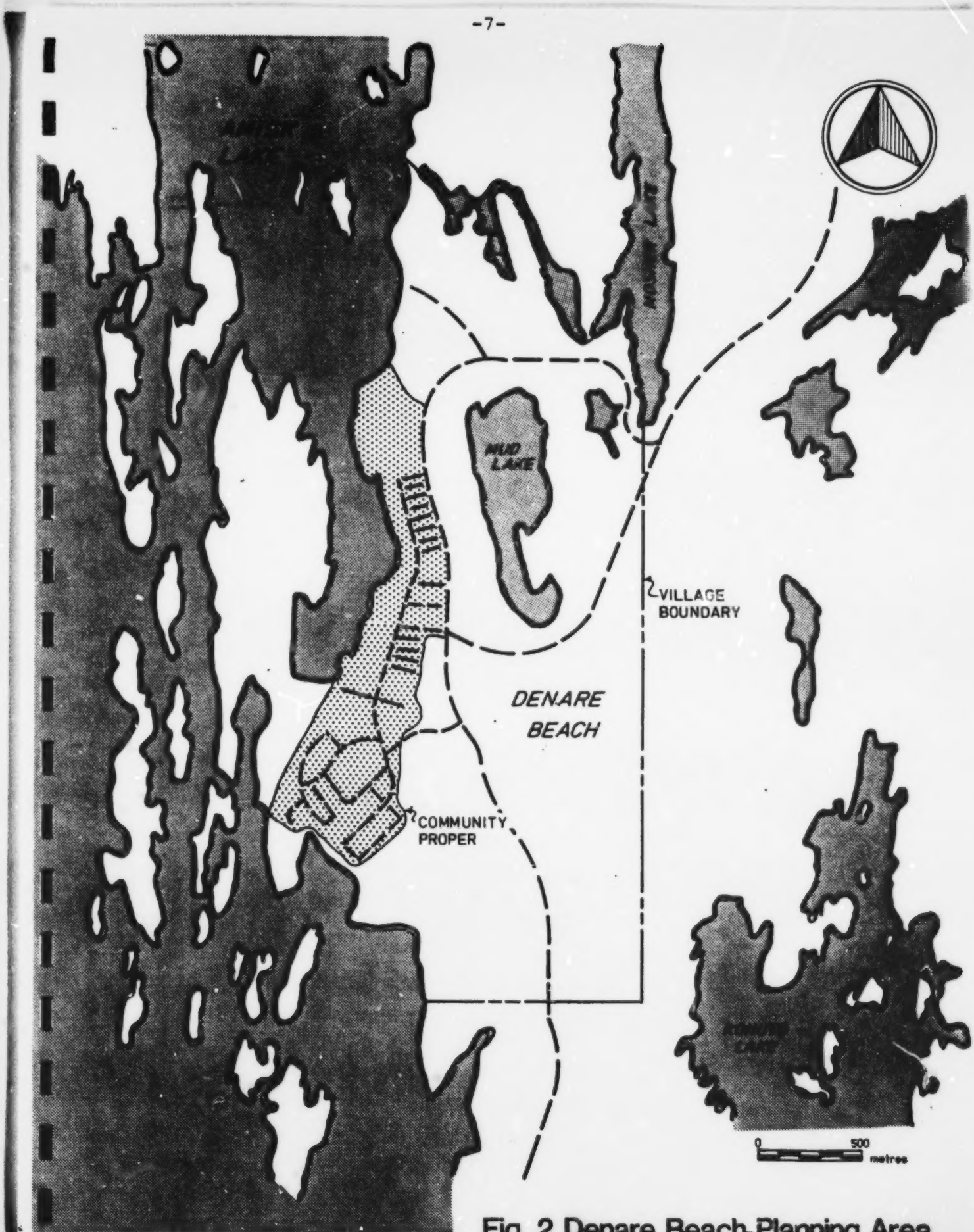


Fig. 2 Denare Beach Planning Area

3.0 THE COMMUNITY TODAY

3.1 Introduction

This section of the report updates pertinent data from the 1978 plan in the areas of:

- population growth and structure;
- economics and employment;
- community services and facilities;
- land ownership and tenure;
- housing and building lot supply, and;
- existing land use and development pattern.

3.2 Denare Beach Population Analysis

3.2.1 Current Population and Past Trends

According to Saskatchewan Health Services Plan (SHSP) census (beneficiary listings) the current, permanent population of Denare Beach stands at 643. However, the SHSP figure does not include Treaty Indians belonging to the Peter Ballantyne Band residing in Denare Beach, of which there are an estimated 84. The total permanent population of Denare Beach, then, is somewhere in the order of 727.

In order to predict future population growth (or decline), it is customary to examine historic population data for past trends in population change. Unfortunately, historic population data on Denare Beach is sketchy and inconsistent as explained in the following paragraphs.

Table 1 provides population figures for permanent residents of Denare Beach and Conservation Area #60 (CA#60) for available years from 1966 to 1983. As can be seen, prior to 1979, SHSP lumped the population of Denare Beach in with that of the surrounding CA #60.

3.2.1 Current Population and Past Trends (Cont'd)

As such, the bracketed population estimates in Table 1 cannot be substantiated. For instance, the population counts for CA #60 should ostensibly be higher than those for Denare Beach because they are said to be comprised of community residents plus residents of the surrounding area. However, for the year 1976, the MHA Ltd. Denare Beach population estimate of 429 is identical to the SHSP figure for CA #60, while, for the year 1977, the MHA Ltd. Denare Beach estimate of 487 is substantially and inexplicably higher than the SHSP figure for CA #60 of 420.

Further reference to Table 1 reveals erratic increases and declines in population for Denare Beach and CA #60 over the 17 years for which figures are available. This makes it very difficult to isolate trends for use in predicting future population change for Denare Beach. Table 1 shows that, between 1979 and 1983, the white population of Denare Beach experienced an overall increase of 18.2% despite declines in 1980 and 1981. Averaged out over the 4 years, this amounts to annual increases of 4.6%. A growth rate of 4.6% annually is substantial, and falls mid-way in the range of percentage increases predicted for Denare Beach's permanent population in the 1978 plan by MHA Ltd. of from 2% to 10%, and corresponds to their "moderate expansion" growth scenario. (MHA Ltd., 1978, p. 57)

A broad conclusion regarding Denare Beach's historic rate of permanent population increase might be that, overall, the community has experienced a substantial net increase in population since 1966, when it was estimated at 99, but, judging from Table 1, population growth has been erratic (as opposed to gradual) with little or no increase in some years and dramatic increases in other years. This may be attributable to the nature of the regional economy, which attracts a high degree of transient labour.

A comparison of 1979 and 1983 age-sex profiles of Denare Beach revealed that roughly 40% of the community's permanent population increase over the past 4 years is attributable to in-migration, with the balance of 60% attributable to natural increase (births over deaths). Moreover, roughly two thirds of in-migrants have been males.

TABLE 1: POPULATION CHANGE FOR DENARE BEACH AND CONSERVATION AREA #60 FOR AVAILABLE YEARS, 1966 - 1983[1]

Year	Denare Beach	Annual % Change[2]		Conservation Area #60	Annual % Change[2]
1966	(99)[3]	-		-	-
1967	-	+34.3		179	+54.2
1968	-	+34.3		276	+ 3.3
1969	-	+34.3		285	+ 2.7
1970	-	+34.3		-	+ 2.7
1971	(235)[3]	+34.3		300	+ 2.7
1972	-	+16.5		335	+11.7
1973	-	+16.5		328	- 2.1
1974	-	+16.5		368	+12.2
1975	-	+16.5		453	+23.1
1976	(429)[3]	+16.5		429	- 5.3
1977	(487)[3]	+13.5		420	- 2.1
1978	-	+ 5.6]	+ 4.6%	560	+33.3
1979	544	+ 5.6]		-	-
1980	526	- 3.3]	Average	-	-
1981	524	- 0.4]	Annual	-	-
1982	616	+17.6]		-	-
1983	643[4]	+ 4.4]	Increase	-	-

NOTES:
1 Population figures obtained from SHSP except where noted.

2 Where population figures were unavailable, percentage change figures were derived from extrapolation.

3 Bracketed figures obtained from 1978 MHA Report.

4 Does note include an estimated 84 Treaty Indians residing in Denare Beach.

3.2.1 Current Population and Past Trends (Cont'd)

With regard to the birthrate in Denare Beach, information obtained from a December 1981 report by the Northern Lights School Division No. 113, entitled "Denare Beach Five Year Capital Planning Study", records an average of 13 live births per year in the community from 1976 to 1981.

3.2.2 Population Structure

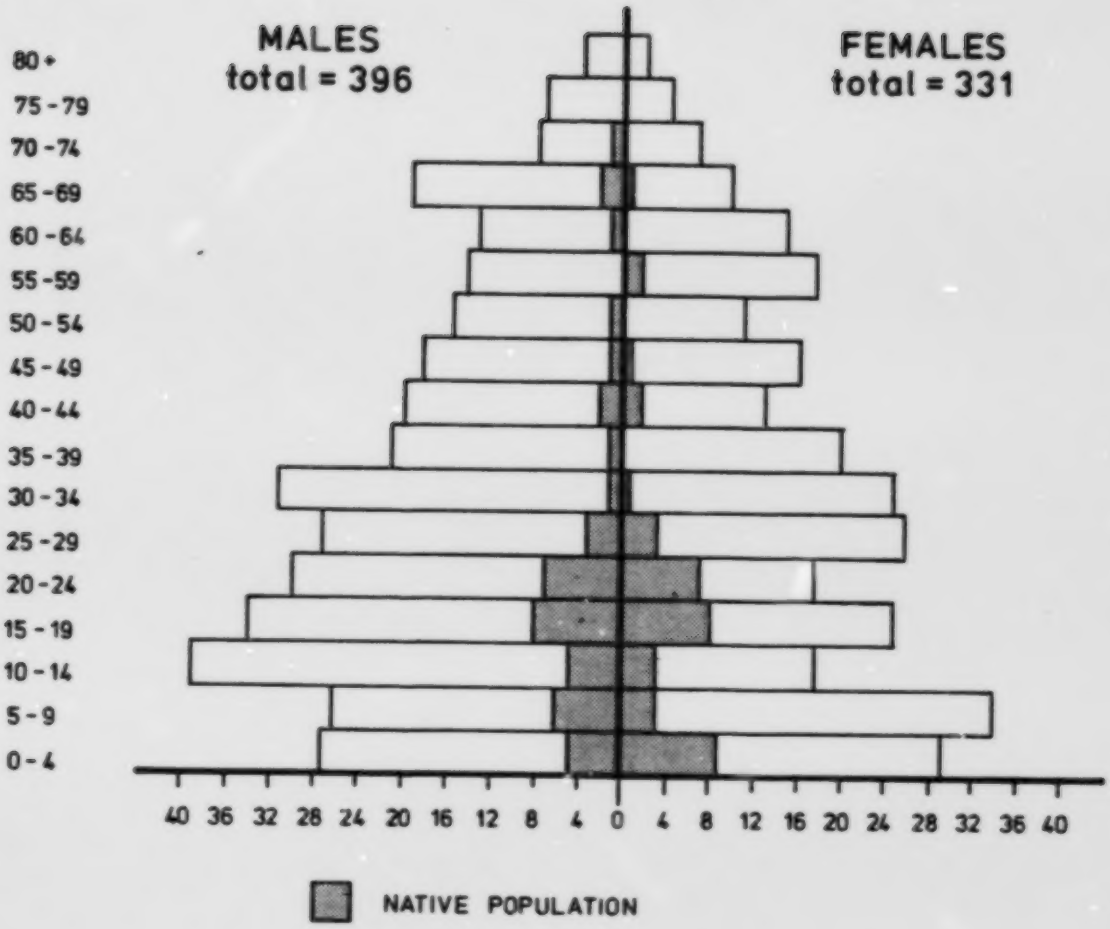
Figure 3 graphically illustrates the age-sex profile of Denare Beach's 1983 population, while Table 2 compares the 1983 age-sex data on Denare Beach with similar data on CA #60 for the year 1977.

Assuming that the data on CA #60 is representative of Denare Beach in 1977, what is striking from Table 2 is the degree to which the age-sex composition of the community has remained virtually unchanged over the past 6 years. The combined figures in column 3 point to a slight decrease in the percentage of young people (aged 0 - 19) in the community in association with a slight aging of the population through the middle years (ages 20 - 59). Over this same period, the percentage of females in Denare Beach increased marginally, from 44% to 45% of the total, white population.

3.2.3 Future Population

As intimated earlier, it is hazardous to make population projections for Denare Beach based on what is clearly an absence of both reliable data and perceivable trends in historic population growth over the past 17 years (apart from a substantial, overall increase in total population).

At the same time, the variables affecting future population growth are numerous and largely unquantifiable, ie. the state of the regional economy, the impact of sewer and water servicing, the extent of community services and facilities in general and so on.



TOTAL POPULATION = 727

Fig. 3 Population Pyramid

SOURCE : SHSP, JUNE 1983

TABLE 2: COMPARISON OF POPULATION AGE-SEX COMPOSITION 1977 AND 1983

AGE GROUP	PERCENTAGE OF TOTAL POPULATION					
	Males %		Females %		Combined %	
	1977	1983	1977	1983	1977	1983
0 - 19	41	36	37	36	39	36
20 - 39	28	31	32	31	30	31
40 - 59	16	19	18	20	17	19
60+	15	14	13	13	14	14
0 - 60+	100%	100%	100%	100%	100%	100%

Source: Damas & Smith, 1983
SHSP, 1977 - 1983

3.2.3 Future Population (Cont'd)

Nevertheless, it is reasonable to establish a "range" of future population growth based upon certain assumptions or, simply, best guesses. Accordingly, to arrive at estimates of the Denare Beach population in 1998, 15 years hence, average annual growth rates of 2% and 4.6% were applied (non-compounded) to the current, total population estimate of 727.

The following assumptions were made in connection with the population projections:

- the average annual growth rate in Denare Beach will range between 2.0% and 4.6% between now and 1998;

- the members of the Peter Ballantyne Band will continue to reside in Denare Beach necessitating the inclusion of their numbers in community population projections;

- the 2% growth rate has been arbitrarily selected to serve as a "low" projection, and assumes a levelling-off of regional resource development activities and a decline in Denare Beach's popularity as a residential alternative to Creighton and Flin Flon due, in part, to increased land and housing costs;

- the 4.6% growth rate serves as a "high" projection, is based upon the overall growth trend since 1979, and assumes a continuation of historic rates of in-migration and natural increase (births over deaths) over the coming 15 years. Moreover, in order to sustain such a substantial yearly increase in population, it is imperative that a gradual increase in regional resource development activities occur and that the quality of life in Denare Beach undergo continual improvement, in order to attract new, and to hold existing, residents.

Figure 4 graphically illustrates the increase in the population of Denare Beach based upon growth rates of 2% and 4.6%. The "low" and "high" projections place the 1998 permanent resident population of Denare Beach at roughly 950 and 1230 respectively.

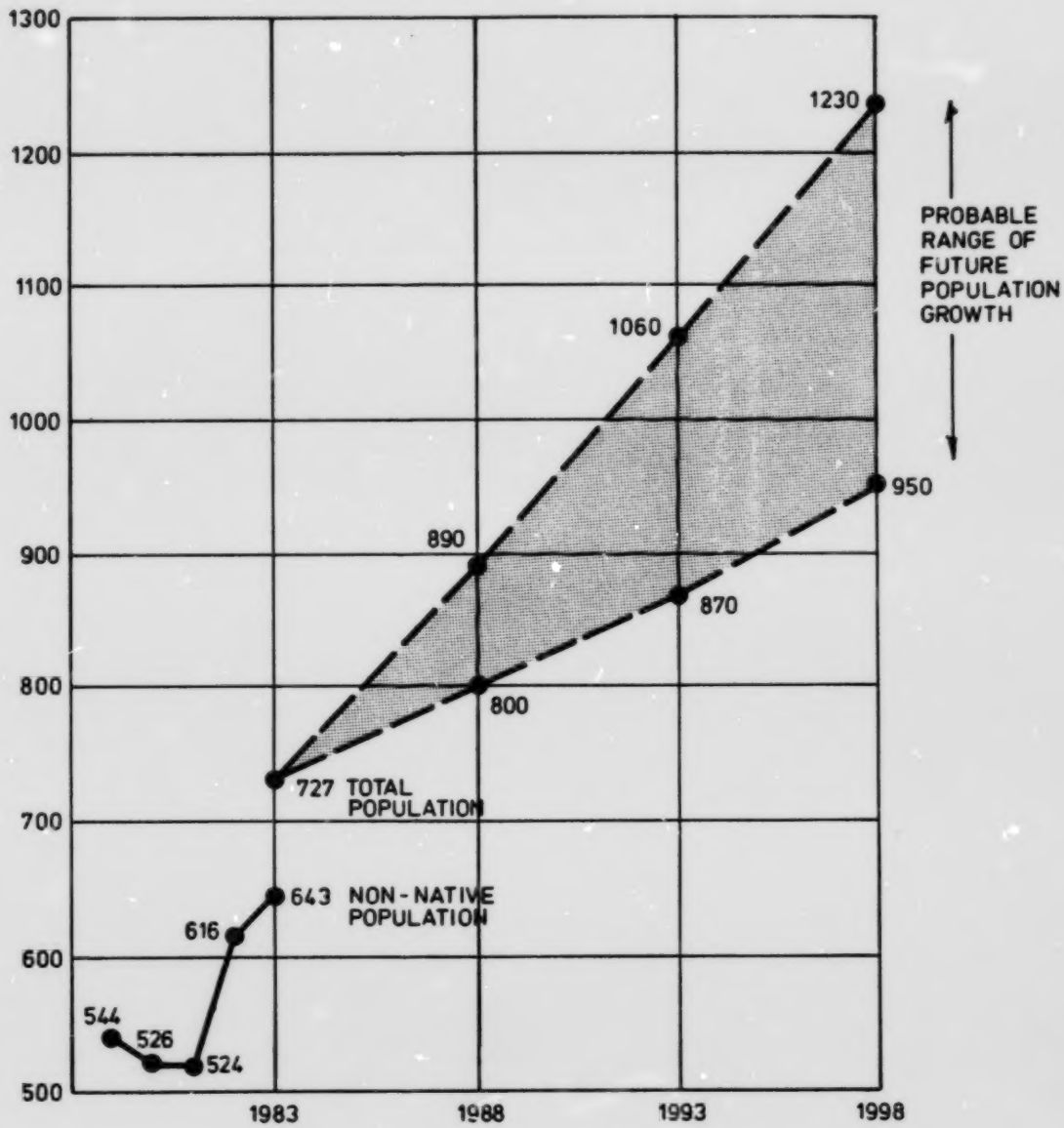


Fig. 4 Denare Beach Population Projections

SOURCE: DS LEA ASSOCIATES LTD. 1983
SHSP, 1979 - 1983

3.2.3 Future Population (Cont'd)

The consultant is confident that these projections serve to establish the range within which it is reasonable to assume that the 1998 population of Denare Beach will fall.

As previously stated, several unquantifiable factors will have a definite bearing on future population growth. On the negative side, a curtailment of regional resource activities could bring about a sudden decrease in Denare Beach's community population. And, although the town is somewhat cushioned from regional economic downturns in view of its continued attractiveness as a place of residence relative to Creighton and Flin Flon, even this may suffer should lot and housing prices escalate dramatically upon sewer and water installation without a concommitant increase in the range and extent of community services and facilities.

On the positive side, should Denare Beach acquire a public and/or high school over the coming 15 year period, in addition to commercial and recreational services and facilities currently lacking, then the town could experience a steady increase in its permanent population.

Finally, in closing, mention should be made of Denare Beach's seasonal residents. In August, 1977, MHA Ltd. estimated that there were some 232 "summer" cottages in the community containing an average of 3.0 persons per unit, for a total cottage population of roughly 696, or 1.4 times the estimated number of permanent residents in 1977. According to a survey conducted in September of 1983, the number of summer cottages in Denare Beach now stands at 196 which, using the MHA Ltd. estimate of 3.0 persons per unit, places the 1983 seasonal population at 588, or .9 times the number of permanent residents. As such, the community population swells to over 1300 during the summer months.

If the above figures are accurate, Denare Beach has "lost" an average of 6 cottages and 18 seasonal residents per year since 1977. It is difficult to predict whether or not this trend will continue. A lot will depend upon the outcome of the current debate centering on the costs, both public and private, of installing sewer and water services.

3.2.3 Future Population (Cont'd)

In any event, it seems safe to conclude that Denare Beach is increasingly becoming a place of permanent residency, while, at the same time, maintaining the flavour and atmosphere of a resort community.

3.3 Economic Overview

3.3.1 Existing Employment

With the assistance of Mrs Doris Souter, Secretary of the Village of Denare Beach, the consultant undertook a community labour force survey as a means of obtaining a clearer picture of the local employment situation. The survey was taken over the week of November 21 - 25, 1983, and sought to identify the employment status of all community residents within the labour force age group of 15 years to 60 years.

It should be emphasized that the labour force survey is a reasonably accurate reflection of the employment situation in Denare Beach only for the week in question. Accordingly, had the survey been taken, say, a month earlier or a month later, different results could have been expected, especially considering the impact of part-time and seasonal employment.

Table 3 provides a summary of the labour force survey results in terms of the number of men (120) and women (52) employed during the week of the survey within the major sectors of the local economy.

Not unexpectedly, the resource development sector of the local economy provided the greatest source of employment for Denare Beach residents, amounting to 81 jobs or 47% of all local employment. Jobs in the mining industry (62) accounted for an overwhelming 76.5% of employment within resource development and a substantial 36% of total employment within the community. By comparison, the 1977 employment survey undertaken by MHA Ltd. estimated a total of 49 persons employed in the mining industry, which amounted to roughly 38% of total employment at the time.

TABLE 3: DENARE BEACH COMMUNITY LABOUR FORCE SURVEY
WEEK OF NOVEMBER 21 - 25, 1983

ECONOMIC SECTOR	EMPLOYMENT CATEGORY	EMPLOYED M	EMPLOYED F	ECONOMIC SECTOR SUB-TOTAL
Resource Development	Commercial Fishing	2	1	
	Forestry	7		
	Mining	61	1	
	Tourism	5	4	
				81
Construction Trades	Carpentry	2		
	Labourer (Sewer & Water)	3		
	Contractors	3		
				8
Transportation/ Communications/ Utilities	Postal Service	1	2	
	Road Maintenance	1		
	Utilities Maintenance	2		
	School Bus Drivers		4	
	Sask-Tel	2		
	Trucking	7		
				19
Retail Trade	General Merchandizing	3	8	
				11
Service Trade	Food Services	2	1	
	Taxidermy	1		
	Electrical Supply	3	1	
	Hair Dressing		4	
	Automotive	2		
				14
Community/Business Personal Services	Education		4	
	Health and Social Welfare		7	
	Religious Organizations	1		
	Custodial Services		1	
	Household Services		2	
	Secretarial Services		9	
				24
Public Administration	Federal Government	2		
	Provincial Government	9	2	
	Local Government	1	1	
				15
	TOTAL	120	52	172

Source: Information compiled by George Custer, Councillor, Peter Balantyne Band, and Doris Souter, Secretary, Village of Denare Beach

3.3.1 Existing Employment (Cont'd)

Overall, employment in the mining industry for residents of Denare Beach has increased by 26.5% since 1977, or roughly 4.4% per year.

Following Resource Development in terms of contribution to total employment during the week of the survey were the economic sectors of Community, Business and Personal Services (24 jobs), Transportation Communications and Utilities (19 jobs), Public Administration (15 jobs), Service Trades (14 jobs), Retail Trade (11 jobs) and Construction Trades (8 jobs).

Noteworthy from Table 3 is the relatively minor contribution to total employment within certain occupations normally associated with a northern, resource-based economy and a rapidly changing community such as Denare Beach. Within some of these employment categories, such as tourism and the construction trades, a shortage of employment can be attributed to the fact that the survey was taken in the month of November; off-season so to speak. In other employment categories, most notably trapping, commercial fishing and, to a lesser extent, forestry, an apparent absence of employment might be attributed to a depletion of resources within a convenient distance of the community.

Three local, economic sectors, namely Retail Trade, Service Trade and Community, Business and Personal Services, clearly suffer on account of Denare Beach's close proximity to the communities of Flin Flon and Creighton which provide a wide and well-established range of commercial, professional and personal services.

Overall, the status of Denare Beach as a residential suburb of Flin Flon/Creighton is evident from the labour force survey in that roughly 70% of employed workers commute to these two centres leaving Denare Beach with approximately 52 jobs, or a community employment base of a meager 0.2 jobs for every member of the labour force.

3.3.2 Unemployment Rate

Table 4 shows how labour force and population data are used to calculate the local unemployment rate. As can be seen, there are 430 men and women in the community within the labour force age group of 15 to 60 years. Over the week of the survey, 159 of these people were classified as labour force non-participants, leaving 271 to constitute the actual labour force. This results in a labour force participation rate of 63%, which is the total number of employed and unemployed men and women in the community taken as a percentage of all those within the labour force age group. The labour force participation rate for all of Saskatchewan during November, 1983, was 64.3%, slightly higher than the Denare Beach participation rate.

Table 4 shows that, out of a total labour force of 271 men and women, 99 were unemployed during the week of the survey. This results in an unemployment rate of 36.5%, which is over 5 times higher than the provincial rate of 7.1% for the month of November, 1983.

This local unemployment rate may seem inconceivably high to long-time residents. However, data extracted from the 1978 report by MHA Ltd. appears to confirm the present findings and reveals that the unemployment situation has changed little since the initial study.

Table 5 compares 1977 and 1983 labour force data. As can be seen, the consultant calculates that, over the 6 year period 1977 to 1983, the community unemployment rate experienced a modest increase of 2.1% or 0.4% annually.

Nevertheless, in spite of this increase in joblessness, the overall employment situation for local residents is becoming more stable, attributable to an apparent increase in the proportion of full-time positions from an estimated 32% of total employment in 1977 to an estimated 73% in 1983.

TABLE 4: DENARE BEACH COMMUNITY LABOUR FORCE AND UNEMPLOYMENT RATE WEEK OF NOVEMBER 21 - 25, 1983

	M	F	T
LABOUR FORCE AGE GROUP (15 YRS.-60 YRS.)	234	196	430
LABOUR FORCE NON-PARTICIPANTS:			
-homemakers	-	104	104
-students/training	29	21	50
-disabled	-	2	2
-maternity leave	-	3	3
Non-Participant Sub-Total	29	130	159
LABOUR FORCE PARTICIPANTS:			
-employed	120	52	172
-unemployed	85	14	99
Participant Sub-Total	205	66	271
TOTAL COMMUNITY LABOUR FORCE	205	66	271
LABOUR FORCE PARTICIPATION RATE	87.6%	33.7%	63.0%
LABOUR FORCE UNEMPLOYMENT RATE	41.5%	21.2%	36.5%

Source: Damas & Smith Ltd., 1983

TABLE 5: COMPARISON OF DENARE BEACH LABOUR FORCE DATA, 1977 AND 1983

Particulars	1977 Estimate	1983 Estimate	Estimated % Increase
Population Base	489[1]	727	48.7
Labour Force Age Group	290[2]	430	48.3
Total Labour Force	183[3]	271[3]	48.1
Employed	120[4]	172	43.3
Unemployed	63[5]	99	57.1
Unemployment Rate	34.4%	36.5%	2.1

NOTES: [1] MHA Ltd., 1978, p. 20;(may or may not include native population)

[2] Estimated to be 59.2% of total population in accordance with current findings.

[3] Assumes a 63% participation rate.

[4] MHA Ltd., 1978, p. 20.

[5] Damas & Smith estimate based on available, 1977 population and employment data.

Source: Damas & Smith, 1983.

3.3.3 Economic and Employment Outlook

The 1978 economic overview by MHA Ltd. examined the major, regional resource development activities and forecasted employment stability within mining, forestry and fishing, decline within trapping, and growth within tourism. From the 1983 labour force survey, it is evident that the intervening years have witnessed an increase in local employment within mining, a slight decline within forestry, major declines in commercial fishing and trapping and little, if any, increase in employment related to tourism.

It is difficult to predict with any certainty what the future holds in store for the economy of the Flin Flon/Creighton region of which Denare Beach is a part. For residents of these communities, adjusting to the cyclical nature of a resource-based economy is part and parcel of living "up north". The wiser of these residents rely upon careful money management and frugality in order to ride out the economic downturns and accompanying job cut-backs. The not-so-wise pack up and move on.

As regards the mining industry, the 1982 Flin Flon Development Plan report concludes that "...the recent investments that have been made in new mines and in improvements to the metallurgical operations suggest that the company (HBM & S) has a long term committment to the area". (Municipal Planning Branch, Department of Municipal Affairs, 1982, p.7). This outlook was confirmed through discussions with company representatives who project stable employment within the industry over the forseeable future, combined with a hoped-for increase in productivity from the existing work force.

Cautious optimism is also voiced concerning the prospects for the Bootleg Lake gold mine and milling operation being advanced by Flin Flon Mining Limited. (Denosa, Fall 1983, p.17).

Within the forestry industry, discussions with Simpson Timber revealed company intentions to continue harvesting in the order of 40,000 cords per year for a minimum of 20 years within the cutting area surrounding Denare Beach.

3.3.3 Economic and Employment Outlook (Cont'd)

Moreover, the potential for a new sawmill in the area, most probably at Creighton, appears good in view of the escalating costs of shipping wood by rail to Simpson Timber's Hudson Bay mill. In fact, recent plans for a mill were shelved only on account of a 1978 fire which destroyed a good portion of the timber reserves in close proximity to the Hudson Bay Mill, necessitating the continued importation of logs from the Denare Beach area in order to maintain that mill's production levels and economic viability.

One event that will have a bearing on the regional forestry industry is the planned construction of an all-weather road between Sturgeon Landing and Cumberland House. On the positive side, such a road would open up large forest reserves to summer logging. On the negative side, early completion of the road could jeopardize construction of a new mill close to Denare Beach, as it may improve the economics of transporting logs to Hudson Bay or to an upgraded mill at Cumberland House.

An all-weather road to Cumberland House would certainly enhance the tourism potential of Denare Beach by bringing about an increase in the town's visitor population which is comprised of transients, campers and lodge guests.

Tourism, generally, contributes greatly to the livelihood of local businessmen, as does the influx of summer residents. However, in discussions with the town's people, a common fear was expressed that not enough is being done at the local level--by Council in concert with business community--to promote the areas recreational resources and improve related facilities, as evidenced in part by a marked decline in the number of camping permits issued in recent years.

The growth and expansion of tourism offers one of the few opportunities to strengthen and diversify the local economy while, at the same time, reducing the town's commercial dependency on Creighton and Flin Flon, and economic and employment dependency on depletable resources such as lumber and minerals.

3.3.3 Economic and Employment Outlook (Cont'd)

Denare Beach owes its recent existence to the mining centre of Flin Flon, first as a convenient place of summer residence and, increasingly, as a "satellite" or "bedroom" community. To its benefit Denare Beach is growing in terms of permanent residency while, at the same time, achieving self-reliance in the conduct of its municipal affairs and in the provision of related services. However, a truly self-sufficient community requires private investment in trade and commerce as well as public investment in community infrastructure. And it is in the former area that support is lacking at the local level. The permanent population of Denare Beach has grown beyond the threshold needed to sustain a wider and more complete range of commercial services and facilities than presently exists. However, community loyalty plays a role here. Local residents can either continue to purchase goods and services where they work--in Creighton and Flin Flon--thereby forever relegating Denare Beach to the status of "residential suburb", or they can begin to spend their dollars at home in fair exchange for price competitiveness and better service, thereby encouraging the expansion of existing, and the establishment of new, businesses.

To summarize, Denare Beach is struggling to achieve permanency in an economic environment wrought with uncertainty. Recent years have witnessed a marked decline in the ability of the surrounding environment to sustain traditional economics involving such pursuits as trapping and fishing (to the detriment of native employment). Forestry and mineral resources are easily depleted, and decisions affecting their continued exploitation are made in offices and boardrooms far removed from Denare Beach (the lesson of Uranium City, Saskatchewan, strikes close to home, here). The community's only intrinsic resource is the natural environment which sits on its doorstep, and is capable of supporting a wide and year-round range of recreational activities.

However, many communities can lay claim to this attribute; communities which are far closer to the population centres of southern Saskatchewan and Manitoba and far more willing to compete for tourist traffic and trade.

3.3.3 Economic and Employment Outlook (Cont'd)

Unfortunately, Denare Beach is--at once--a tourist town, a retirement town and a mining town. The community is suffering through an identity crisis which the consultant feels causes local leaders and citizens to pull in opposite directions.

Employment generation will occur in Denare Beach over the coming years, albeit gradually. Locally-based jobs will flow from private investment in the tourism and retail/service trade sectors of the town's economy. Such jobs will also flow from public administration and investment in community facilities and infrastructure which will require management and maintenance. Overall, local economic stimulation via increased community cash flow should occur through a continued influx of employed workers from Creighton and Flin Flon seeking a more attractive environment for living and child rearing. This, too, will be of great benefit to the private sector.

There are, however, no guaranteed solutions to problems of local unemployment and economic uncertainty. As mentioned previously, such is the nature of a community at the mercy of a resource-based economy.

3.4 Assessment of Community Services and Facilities

3.4.1 Introduction

Using the 1978 plan as an information base, this section of the report reviews selected community services and facilities from the standpoint of current status and deficiencies and requirements. Also noted are events which have occurred since completion of the initial plan and their impact, either positive of negative, on the existing range and extent of services.

3.4.2 Traffic and Parking

With the exception of Flinport Road, Moody Drive and the north service road, which have deteriorated asphalt caps, roadways within the community proper are gravel surfaced and ditch drained.

3.4.2 Traffic and Parking (Cont'd)

Currently, the installation of sewer and water services is temporarily disrupting traffic flows through street closures while necessitating a significant amount of street reconstruction once pipes are laid. The town has an ongoing program of road maintenance, but this, too, is being hindered by the sewer and water project.

As regards the general nature of local street construction, discussions with the Town Foreman pointed to problems arising from the use of surface material composed of angular slag in combination with pit-run material laced with small boulders, which impedes proper blading. This situation could be rectified were the town to acquire, either temporarily or permanently, a crusher for use in stock-piling gravel for surfacing applications.

In future years, the paving of major community arteries should occur, albeit in stages in recognition of the town's budgetary constraints. In any event, local roads should be oil-treated for dust control during summer, thereby making yard activity and pedestrian circulation more pleasant, in keeping with the town's resort atmosphere.

Parking about the community was not cited as being a problem except at the foot of Flinport Road where space is limited and people congregate to access the marina, docking facilities, filleting shack and boat houses. In this regard, the 1978 plan recommended the development of designated parking areas adjacent to the marina.

Overall, the recommendations contained on Pages 99 and 100 of the 1978 report concerning local traffic and circulation still apply. However, the consultant would recommend against both linking the north and south portions of Amisk Drive bordering the lakeshore and extending Spruce Street beyond 6th Street thereby bisecting the cemetery reserve. The widening of the north-south laneways contained in Blocks 11, 12, and 14 to serve as 2-way streets is, however, warranted.

3.4.3 Sewer and Water Services

An engineering feasibility study was conducted concurrently with the initial planning study, and a piped system of water distribution and sewage collection is currently being installed to service a major portion of the community. Water supply is from two wells contained, along with treatment and pumping equipment, in a building near the intersection of Amisk and Moody Drives. Sewage treatment utilizes a Rotating Biological Contactor (RBC) housed in a plant accessed by an easterly extension of 9th Avenue across Moody Drive. The sewage outfall is to Mud Lake.

Designed by The Cambrian Engineering Group Ltd. (Cambrian) of Saskatoon, the extent of piped services is illustrated in Figure 5. Details on the sewer and water system are provided in Appendix A. For purposes of the present report, the immediate concern is the capacity of the system to accommodate future population growth and community expansion.

According to information provided in Chapter 4 of Cambrian's 1978 "Preliminary Engineering Report", the firm was contracted to design a system capable of accommodating 10 years of subsequent community growth, ie., to 1988. Using demographic data from the 1978 MHA report, Cambrian translated this design horizon into estimates of Denare Beach's 1988 permanent, seasonal and visitor populations based upon annual growth factors of 2% and 5%. The resultant population figures were, in turn, used to estimate peak loading values for sewage collection and treatment and demand volumes for water supply, treatment and distribution. Table 6 reproduces the estimates of future population used to size the sewer and water system. As evidenced by tne table, the system subsequently designed by Cambrian, and currently being installed is reportedly capable of providing service to all three population categories.

With reference to Table 6, it is noteworthy that, while the 1988 daily permanent population estimate at a 5% growth rate (845) appears in line with present trends, the corresponding estimates of cottages and tourist populations appear extremely high, especially given apparent declines within both these population categories over recent years.

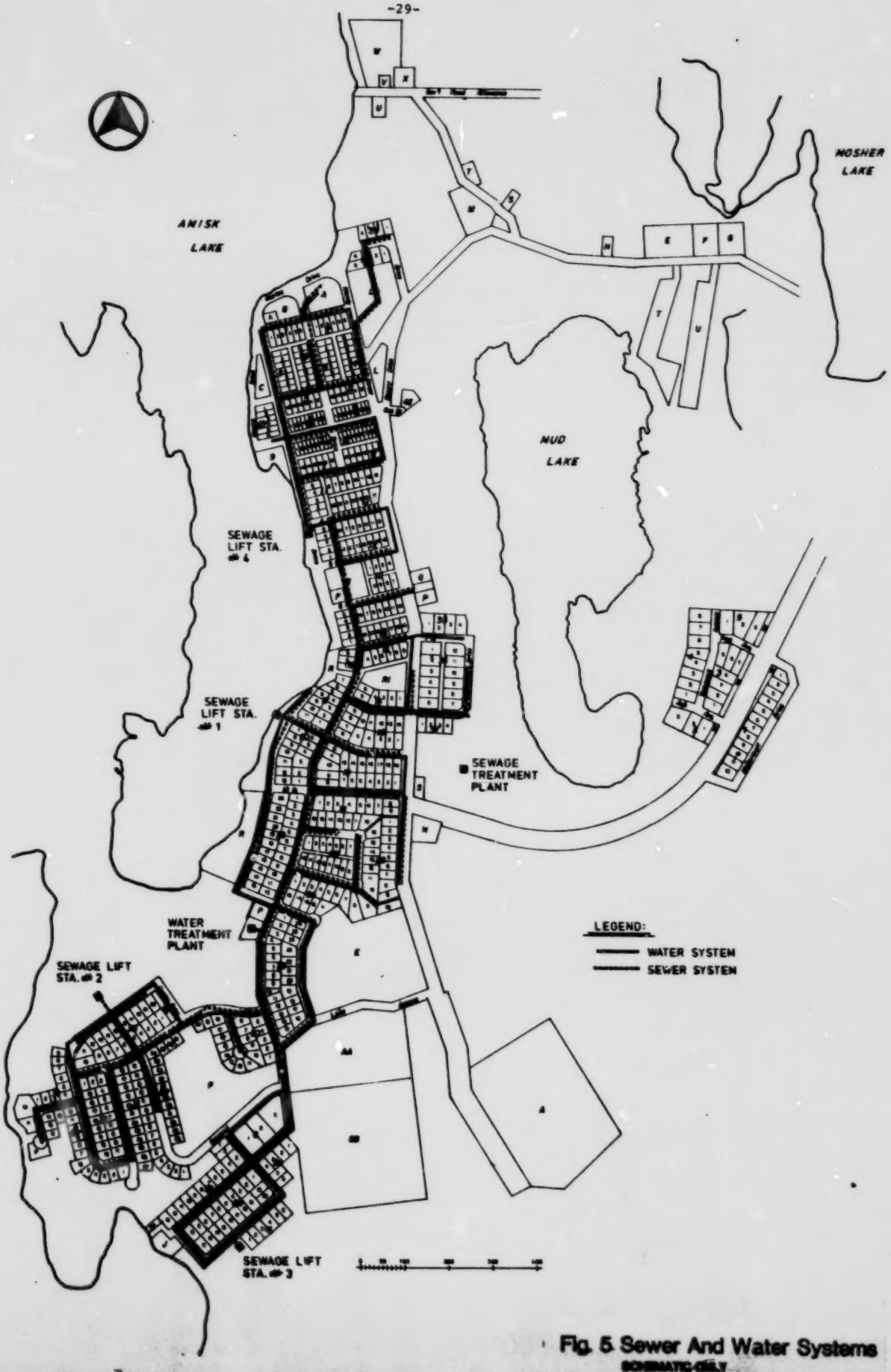


Fig. 5 Sewer And Water Systems

SCHEMATIC ONLY

TABLE 6: ESTIMATED DAILY POPULATIONS

Classifications	Existing Status	Future Status	
		2% Growth	5% Growth
Permanent Residents	490	610	845
Cottagers (Primary Resident and easonal)	700	880	1,215
Tourists - Camper	200	250	345
- Commercial	150	185	250
- Day Visitor	1,000 (Peak)	1,200(Peak)	1,500(Peak)
- Day Visitor	300 (Ave.)	360(Ave.)	450(Ave.)
Total Tourist Population	1,350 (Peak)	1,635(Peak)	2,095(Peak)
	650 (Ave.)	795(Ave.)	1,045(Ave.)

Source: The Cambrian Engineering Group, 1978.

3.4.3 Sewer and Water Services (Cont'd)

Clearly, the population estimates used to establish peak loads and flows are conservative, with the intention being to ensure that the system, as constructed, is capable of accommodating the maximum densities achievable within the existing settlement area, regardless of whether or not these densities are ever attained.

Sewage disposal methods in Denare Beach presently utilize pit privies, pump-out tanks, septic fields and seepage pits. Such methods will become obsolete when the opportunity exists for household hook-up to the piped system. Consequently, for aesthetic and public health reasons, it is adviseable that surface methods of sewage disposal be properly decommissioned as soon as possible. Some communities require this be done by by-law.

For the locations of redundant systems, Council is referred to a 1978 report for the DNS Health Services Branch, La Ronge, entitled "Environmental Evaluation Project", which contains a lot-by-lot inventory of waste disposal facilities in Denare Beach.

The installation of piped sewer and water services in Denare Beach is a great benefit to the community as regards the environmentally safe disposal of sewage and the reliable supply of treated water for domestic and commercial use and for fire-fighting purposes. Moreover, the attractiveness of Denare Beach as a place of permanent residency can only icrease with such services, in spite of complaints concerning the costs of retrofitting year-round and seasonal residences with proper plumbing and hook-ups. Progress has its price, and the community should be relieved to learn that the provincial government is prepared to waive the requirement that Council recover additional monies from property owners to help defray construction costs.

3.4.4 Drainage

The 1978 planning report cited problems of poor drainage and water ponding in certain parts of the community, and recommended site-specific mitigating measures as well as an overall, townsite drainage plan.

3.4.4 Drainage (Cont'd)

The report also correctly stated that the opportunity to improve local drainage would arise with the installation of piped services necessitating street reconstruction.

As the person presumably most familiar with drainage patterns and problem areas, it is encumbent upon the Town Foreman to undertake whatever improvements are deemed necessary to protect property owners from damage and inconvenience caused by excess run-off from rain storms and snow-melt. Where improper drainage impedes building development, most notably along Welch Crescent, then Council has several options including the deletion of lots from plans of subdivision, the undertaking of major drainage improvements and the variable pricing, of lots to reflect either their's, or the purchasers, cost of backfilling.

3.4.5 Solid Waste Collection and Disposal

Solid waste removal is currently tendered under private contract of two-year duration. Pick-up occurs bi-weekly during the summer and once weekly during the winter. In accordance with a recommendation contained in the 1978 plan, the old nuisance grounds to the east of the radio tower, in an area suitable for future development, has been decommissioned. Disposal now occurs at an abandoned gravel pit to the north of Denare Beach off the Creighton Road. In addition, the "cliff dump" south of town still appears in use for non-decomposable refuse. No deficiencies were identified relating to garbage disposal, however, the Town Foreman did request that private users dump only in designated areas so as to improve nuisance ground appearance and simplify maintenance.

3.4.6 Electrical Power Service

When NorSask Electric opened its Creighton Office in 1969, there were 95 customers metered year-round (residential and commercial) and 165 customers metered seasonally in Denare Beach. These figures have now risen to 267 and 183 respectively, amounting to a 181% increase in year-round users and an 11% increase in seasonal users of electricity over the past 15 years.

3.4.6 Electrical Power Service (Cont'd)

The issue of power outages in Denare Beach was raised with representatives of NorSask Electric, who claimed that such outages occurred infrequently and were the result of mature trees, generally on private property, falling on power lines within the community; occurences which are difficult to predict and guard against.

3.4.7 Telephone Service

The major complaint or deficiency arising from local telephone service is that long distance tolls are in effect on calls placed between Denare Beach and Creighton/Flin Flon. A four-year lobby on the part of Denare Beach to have the community made part of the Flin Flon exchange area, as is the case with Creighton, ended in failure. The problem lies in the fact that Creighton enjoys what is known as Extended Area Service (EAS), provided by Manitoba Telephone Service (MTS), Flin Flon, whereas Denare Beach continues to be serviced by Sask Tel. Unfortunately, MTS is not prepared at this time to extend EAS to Denare Beach, as it may set a precedent as regards other, similar provincial border situations.

There is, however, room for some optomism in that a letter dated October 28, 1981, from the then Saskatchewan Minister of Telephones to the Creighton NDP Association points to a possible elimination of the toll charge as a result of general service upgrading contemplated by both Sask Tel and MTS prior to 1990.

3.4.8 Law Enforcement

Denare Beach is patrolled by a three-man rural unit of the Creighton RCMP detachment. The unit is responsible for law enforcement over a large area extending from the intersection of highways 135 and 106 in the north to Sturgeon Landing in the south. Prior to 1971, Denare Beach was patrolled from the Flin Flon RCMP detachment, which stationed a man in the community over the summer months.

3.4.8 Law Enforcement (Cont'd)

Recurrent crimes and complaints dealt with by the RCMP typically involve assaults, vandalism, breaking-and-entering and liquor-related offences. Offenders are normally young people who reportedly, have few outlets for youthful energy and zeal in Denare Beach.

Denare Beach has, to date, enjoyed fully subsidized police protection, and will continue to do so until such time as town status is attained. Accordingly, the opportunity exists to spend dollars in ways that serve to eleminate, rather than simply control, delinquent behavior in youth; namely through provision of improved recreational facilities and programs. Nonetheless, if local opinion holds law enforcement to be inadequate, then the matter should be raised with the RCMP, as recommended in the 1978 plan.

3.4.9 Fire Protection

Community fire protection is afforded by 2 pumper trucks, with a combined capacity of 1,750 gallons run by a 17 man volunteer brigade, and, once fully operational, by the municipal water system currently being installed.

As a follow-up to a recommendation contained in the 1978 plan, a 2 bay firehall was recently constructed behind the community hall to house equipment and vehicles. Other recommendations in the 1978 plan called for the brushing of a community fire guard, which is not now regarded as a necessity, and the training of the volunteer brigade in new fire-fighting techniques, a program which will doubtless be undertaken by the Fire Chief. No new recommendations are warranted.

3.4.10 Education

As was the case when the initial planning study was undertaken, elementary and high school students from Denare Beach are bused to Creighton and Flin Flon, respectively, for schooling, while kindergarten students continue to utilize the old schoolhouse at the north end of town.

3.4.10 Education (Cont'd)

It is doubtful that any other community facility is more needed in Denare Beach in the minds of local residents or, at least, more desired than a K-9 school. The 1978 plan recommended that the province be pressured into constructing one at such time as the Kindergarten and elementary aged population exceeded 150. A more recent study, undertaken in 1981 for the Northern Lights School Division No. 113, also recommended that a school capable of accommodating a minimum of 160 K-9 students be given a "relatively high priority", with construction ideally occurring in 1986. However, both of the above-noted reports were tempered with the realism that adequate educational facilities are available within busing distance of Denare Beach, that, in times of budgetary austerity, the province would be reluctant to commit the necessary funds and, perhaps most significantly, that Denare Beach continues to be regarded by provincial bureaucrats as a summer resort; a place to go when school is out.

Year-round residents of Denare Beach view the situation in a much different light. They see their pre-schoolers attending kindergarten in a building which should be condemned. They see their elementary aged children bused to Creighton over roads which can prove treacherous during certain times of the year. And they see their village as lacking the very 'focus', 'cohesion', and 'sense of identity' that a school brings to a community.

One factor which has served to delay construction of a K-9 school in Denare Beach is the recent expansion of the Creighton school; an undertaking partially justified by the continued attendance of Denare Beach students. Denare Beach ostensibly may terminate the attendance of their students at the Creighton school provided that 2 years advance notice is given.

Regardless of the outcome of this debate, Section 4.3 of this report identifies a site in the community suitable for a K-9 school. Whether or not a school is ever built is dependent upon a number of factors including regional economic stability and continued community population growth.

3.4.10 Education (Cont'd)

However, as there is general concensus within political and bureaucratic circles that a Denare Beach school is highly desirable, it is incumbent upon the Denare Beach Council and their MLA to press home this advantage by lobbying the province for its immediate construction.

3.4.11 Recreation

A number of year-round and seasonal public recreational facilities are available to Denare Beach residents and visitors over and above ample opportunity for a variety of outdoor recreational pursuits. Fixed facilities include the following:

- community hall with library and activity rooms;
- multi-purpose recreation building with natural ice surface in winter;
- outdoor skating rink;
- 2 baseball diamonds;
- public beach and lakeside areas developed with boat docking/launching facilites, fish filleting shack, camp sites, picnic areas, washrooms and playground equipment;
- hiking/cross country skiing and snowmobile trails;
- mainstreet trailer park;
- New Horizons (senior citizens') clubhouse;
- museum of local history and memorabilia.

Facilities completed since 1978 include the community hall, multi-purpose building and nature trails. With the exception of the baseball diamonds and outdoor skating rink, community recreational facilities are reasonably well maintained given budgetary constraints, especially those operated by the DPRR.

A volunteer Recreation Board and Facilities Committee oversee village-run facilities and programs with the aid of a Council grant. Provincial grants are also utilized for facilities planning, construction and operation and maintenance.

3.4.11 Recreation (Cont'd)

Administration of the Council grant and coordination of a variety of activities involving community and privately sponsored sports and recreational programs, special events, and various clubs and organizations, is handled by a specially trained Recreation Coordinator.

A definite recreational benefit to the community is the planned relocation of the DPRR operated public campground from its present location in the middle of town to a site roughly 1.2 kilometres (3/4 mile) north of Denare Beach between Amisk and Mosher Lakes. The 1978 plan recommended campground relocation citing aesthetic and practical reasons such as the encroachment of urban development, inherent conflicts between camping and urban activity and the monopolization of valuable land in the midst of a growing community.

The new campground, which should be operational by 1986, will have 50 campsites with room for expansion, playgrounds, nature trails and facilities for tenting, trailering, group camping, picnicing, boat launching/docking and fish filleting. It is hoped that the new campground will serve to diversify both water and land-based recreational activities, establish the Denare Beach-Creighton area as a tourism and recreation destination area and reverse the apparent decline in recent years in the number of campers visiting Denare Beach.

As regards resident-oriented recreational facilities, the 1978 plan recommended, in part, an upgrading of the baseball diamonds and outdoor rink and the addition of a soccer pitch, the construction of tennis courts and a community cultural centre, and the construction by private or public interests of a full scale marina with ample docking and boat-storage space to facilitate removal of the numerous, unsitely and dilapidated boathouses strung along the shoreline. To this latter end, boat storage could also occur in a fenced compound in the new industrial area.

3.4.12 Health and Social Services

Health and social services to Denare Beach are considered adequate at this time given the village's proximity to medical facilities in Flin Flon and to provincial offices in Creighton through which many social programs and services are administered.

The 1978 plan recommended that a centrally located site be reserved in the community for a future medical clinic and social service offices, and that consideration be given to constructing senior citizens' housing. These recommendations still apply and, in fact, the local senior citizens' organization, New Horizons, is in the process of acquiring housing from the province in the form of semi-detached units. A suitable site for such housing is identified in this report.

3.4.13 Commercial Services

Businesses in Denare Beach which cater to the retail and service needs of residents and tourists include a restaurant/gas bar, marina/hotel, taxidermist, general store/post office, general store/gas bar, fast food/ice cream outlet, "lodge" (cabins and camping), and hotel with restaurant and tavern. The latter three establishments operate on a seasonal basis.

The range of commercial outlets and services in Denare Beach is quite narrow attributable to its close proximity to the regional trade centre of Flin Flon, and the tendency of Denare Beach residents to combine shopping trips with work trips. As the community population increases, however, so too will the opportunities for private enterprise. Results from the community leaders' survey pointed to an immediate need for a laundromat, service station, hardware/building supply outlet, and convenience store, while improvements were seen as necessary to existing general stores, eating establishments and tourist accommodations.

Denare Beach also lacks the community focus that a "commercial core" would provide. To this end, the 1978 plan recommendation, that new businesses be directed to the vicinity of Wigwam and Moody Drives, still applies.

3.4.13 Commercial Services (Cont'd)

It is understood, however, that nodes of commercial development will continue to exist, and may undergo expansion, in connection with site-specific tourist attractions about the community.

It must be emphasized that the establishment of new businesses and the upgrading of existing businesses is in the best interests of the entire community from the standpoint of economics, employment, population growth and self-sufficiency. Accordingly, Council should strive to accommodate local entrepreneurs and to facilitate their business development plans so long as the rights of nearby residents to peace, privacy and security are not infringed upon.

3.4.14 Housing

The traditional role of Denare Beach as a resort community is evidenced by its housing stock, primarily comprised of small, old cabins and cottages, a number of which are undergoing conversion to year-round residences. Table 7 provides a breakdown of housing stock by type of residency and reproduces comparable data from the 1978 survey. The 1983 information was derived primarily from property ownership lists and a "windshield" survey of the community.

As can be seen, the total inventory of year-round and seasonal residences in Denare Beach currently stands at 415 units, comprised overwhelmingly of single family detached dwellings. This represents a miniscule overall increase of 33 units since 1978. However, the data points to the dramatic rate of conversion of seasonal residences to year-round residences, with the latter accounting for 39.3% of the total housing stock in 1978, increasing to 56.4% in 1983. This averages out to roughly 10 conversions per year over the past 5 years. It should be noted, here, that the term "conversion" is loosely applied and does not necessarily mean conversion in a physical sense. Rather, the figures document a shift in the ownership pattern of the community housing stock.

TABLE 7: DENARE BEACH HOUSING STOCK, 1978 & 1983

Year	Permanent Residence		Seasonal Residence		Total
	NO.	%	NO.	%	
1978	150	39.3	232	60.7	382
1983	234	56.4	181	43.6	415

Source: 1978 - MHA Ltd.
1983 - Damas & Smith Ltd.

3.4.14 Housing (Cont'd)

Figure 6 illustrates property ownership in Denare Beach. As was the case in 1978, seasonal residences are concentrated primarily in the older, north part of town and close to the lakeshore through the central portion of the community. Conversely, the heaviest concentration of year-round residences occurs between Spruce Street and Moody Drive in the central part of town, and in the newer, southern portion of Denare Beach where the opportunities for residential expansion are greatest. Generally speaking, however, a liberal mixing of both housing categories continues to occur.

The average household (year-round) size in Denare Beach currently stands at 3.2 persons per unit, down slightly from the 1978 figure of 3.3 persons per unit. This figure can be used in conjunction with estimates of future population growth to determine the demand for housing over the coming 15 year period. Specifically, the consultant estimates that, by 1998, the community's permanent population could increase by between 220 to 500 persons based upon low and high growth rates of 2% and 4.6% respectively. Dividing these figures by the current, average household size of 3.2 persons yields a range of future housing demand of anywhere from a total of 70 units to over 150 units, an average of 5 to 10 units per year over the coming 15 year period to 1998. The ability of Denare Beach to absorb this degree of housing production will be the subject of a latter section of this report.

Before we turn from the subject of housing, the consultant was made aware of local concerns regarding mobile homes (trailers) in Denare Beach, of which there are currently 4 in the trucker's trailer court and 6 scattered about the balance of the community. While it is acknowledged that a well maintained mobile home is far preferable to a dilapidated cottage, there is a general concern that a dramatic influx of this type of dwelling may give the village the appearance of a trailer court, and be detrimental to property values. Council should have regard for this concern and perhaps consider zoning a separate portion of the community exclusively for mobile homes. This could however, necessitate the installation of roads and services with costs recovered from lot sales or leases.

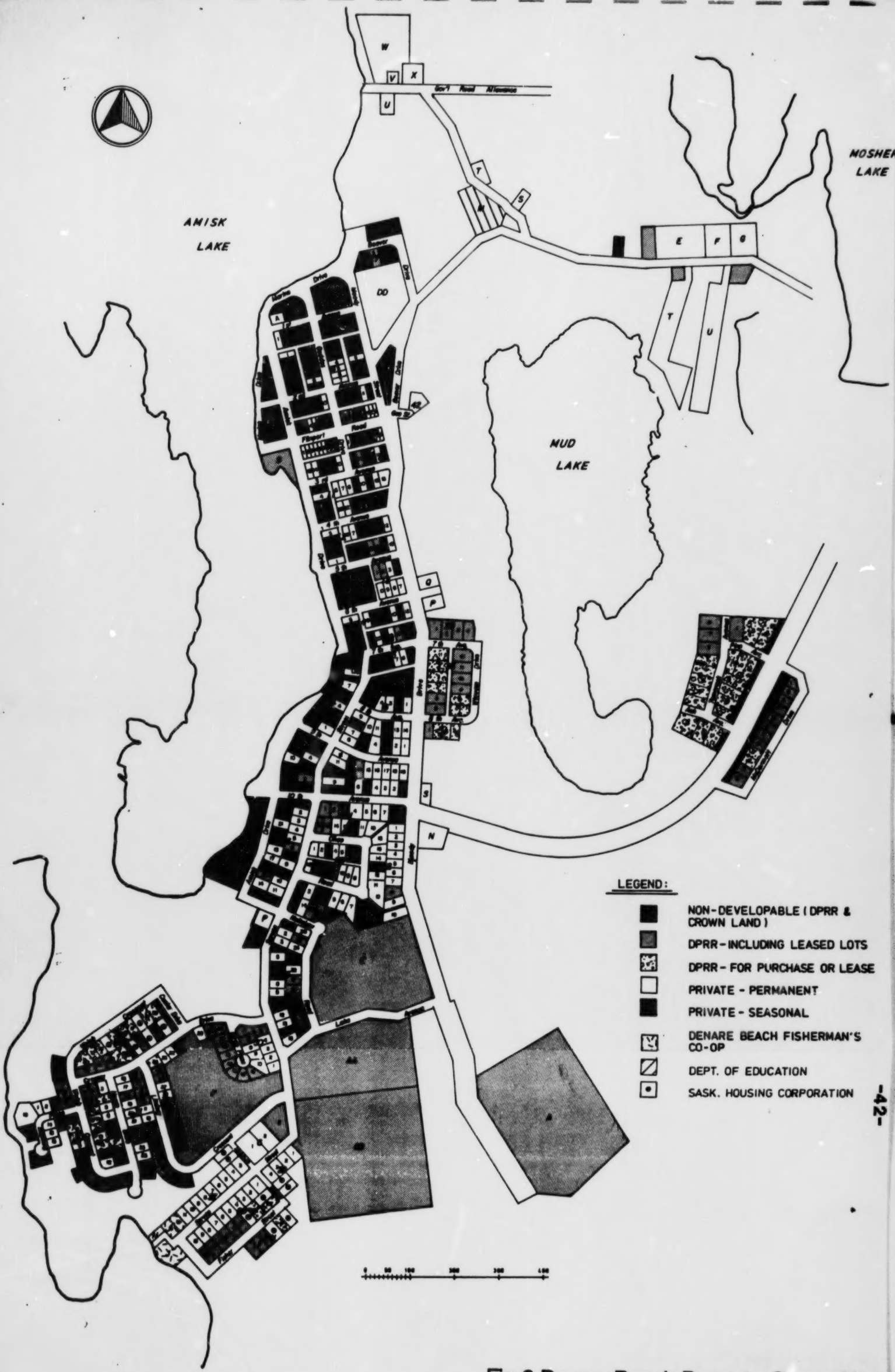


Fig 6 Denare Beach Property Ownership

3.5 Land Ownership/Tenure and Residential Lot Supply

Figure 6 illustrates land ownership/tenure in Denare Beach while Table 8 provides a variety of information on the general disposition of housing lots and parcels in the community. As can be seen, Table 8 is broken down into 2 parts. Part A deals with only those lots comprising registered plans of subdivision within the built-up portion of Denare Beach. Part B deals with the trucker's trailer court and miscellaneous, individually surveyed parcels of land which, with minor exception, are scattered to the north of the community proper and beyond the limits of sewer and water servicing. The focus of the following discussion is in Part A of Table 8. (It should be noted that Table 8 excludes apartment units or places of residence connected with office or commercial operations.)

Within registered plans of subdivision in Denare Beach, a total of 465.5 lots are owned or leased. Year-round residents own and lease a total of 222 lots (48%) and 34 lots (7%) respectively. Seasonal residents own and lease a total of 174.5 lots (37%) and 35 lots (8%) respectively.

Within registered plans of subdivision, then, 85% of lots are owned and 15% are leased. Moreover, year-round residents effectively control (ie. lease or own) 25% and seasonal residents 45% of all residential lots. Incidentally, the overall ratio of dwelling units to residential lots is 1:1.24.

By far the largest single property owner in Denare Beach is the Province of Saskatchewan in the Right of Her Majesty the Queen. The true extent of Crown lands is evident from Figure 6. In addition to holding title to all leased lots as well as lands intended for future commercial, institutional and industrial purposes, the province owns and maintains all lands used for public recreation in Denare Beach.

This situation has important implications for the newly incorporated Village of Denare Beach. Specifically, there is the issue of the disposition of Crown Lands within the community boundaries. In this regard, the Parks and Lands Branch of the Saskatchewan Department of Parks and Renewable Resources recently provided Council with an updated inventory of provincial land holdings in the community and a listing of leases to private and public interests.

TABLE 8: DENARE BEACH HOUSING DATA
PART "B"

Plan	Housing Block			Vacant		Permanent Residential				Housing Units	Seasonal Residential				Housing Units
	Block Parcel	Total Lots	Housing Lots	Dev.	Non-Dev.	Purchased or Purchase Pending	Leased or Lease Pending	Multiple Ownership/ Lease			Purchased or Purchase Pending	Leased or Lease Pending	Multiple Ownership/ Lease		
								Cases	Lots Involved				Cases	Lots Involved	
77PA 05804	1	12	8	2			5	1	2	3		5	2	4	3
70PA 09406	P	1	1			1				1					
CS 125	E	1	1			1				1					
81PA 09649	42	1	1			1				1					
	H	1	1								1				1
70PA 10149	S	1	1			1				1					
70PA 14518	T	1	1			1				1					
	U	1	1			1				1					
71PA 10798	T	1	1			1				1					
	U	1	1			1				1					
	V	1	1			1				1					
	W	1	1			1				2					
	X	1	1			1				1					
Ls #300205	1	1	1			1				1					
71PA 00612	A-D	4	4			1				1		3	1	3	1
TOTALS		29	25	2	0	13	5	1	2	17	1	8	3	7	5

Source: Damas & Smith, 1983.

TABLE 8: EDGARS BEACH HOUSING DATA
PART "A"

Plan	Housing Block			Vacant		Permanent Residential				Housing Units	Seasonal Residential				Housing Units
	Block Parcel	Total Lots	Housing Lots	Dev.	Non-Dev.	Purchased or Purchase Pending	Leased or Lease Pending	Multiple Ownership/ Lease			Purchased or Purchase Pending	Leased or Lease Pending	Multiple Ownership/ Lease		
								Cases	Lots Involved				Cases	Lots Involved	
CK 367	1	6	2.5			1				1	1.5		1	1.5	1
	2	6	4		2						4		1	2	3
	3	14	14			2				2	12		1	2	11
	4	14	14			5		2	4	4	9				9
	5	15	18			3.5		1	1.5	3	11.5		6	10.5	
	6	15	13.5			3.5		1	1.5	3	7	3	4	9	5
	7	15	6			3				3	3				3
	8	15	14		1	9.5		1	1.5	3		1	3	6.5	6
CK 373	11	20	20			9		3	5	6	11		1	2	11
	12	19	19			6		1	2	5	11	2	1	2	13
	13	8	8			7		3	6	3	1				1
	14	19	19			6				6	12	1			13
	15	9	9			3				3	6		2	4	4
CP 3594	16	6	6			3				3	3				3
	17	11	11			3				3	8				8
	18	14	14			10		1	2	10	4				4
	19	19	19			12	1	1	2	12	6				6
CY 994	20	13	13			2				2	10	1			11
	21	16	10		6	7.5		2	3.5	7	2.5		1	1.5	2
	22	16	16			14	1	6	12	8	1				1
	23	15	15			8		2	4	6	7		1	2	6
	24	15	15			6	1	1	2	6	7	1	1	2	6
	25	26	23	1	2	11	1	2	4	10	9	2	2	4	10
	26	23	23			11	1			12	11				11
CY 2591	27	5	4		1						4				4
	28	4	4								4				4
68PA 10306	27	13	11			11		1	2	11					
	28	6	6			6				6					
	29	20	20	2		12	6	2	4	15					
71PA 04066	30	34	27	1	6	16	6	7	14	14		5	1	2	4
	31	27	23		4	15	1	4	8	11	2	5	2	4	5
	32	19	19	7		4	4	4	8	4	1	3	1	2	3
	33	17	16	2	1	4	6			5	4				4
	34	11	9		2	3	4	3	6	4	2				2
	38	20	20	10		5	4	1	2	9		1			
TOTALS		525	482	23	25	222	36	49	95	200	174.5	33	28	57	174

Source: Damas & Smith, 1983.

3.5 Land Ownership/Tenure and Residential Lot Supply (Cont'd)

The province must now establish--in consultation with the community--a schedule for the transfer of surplus lands to municipal ownership. It is not being suggested, here, that a wholesale transfer take place but, rather, that it occur gradually in relation to need. This especially applies to lands containing recreational facilities that require ongoing maintenance. Such lands should only be turned over to the municipality when it is within their financial resources and administrative capability to assume upkeep.

In any event, it is certainly in the best interests of the municipal tax base to promote the sale or lease of available building lots for residential, commercial and light industrial purposes, regardless of whether the revenue from the transactions flows to provincial or village coffers.

Turning now to building lot supply, of a total of 525 lots within registered plans of subdivision in Denare Beach and intended, at least initially, for residential purposes, 43 (8%) have been turned over to commercial, light industrial, recreational and institutional uses. Of the remaining 482 lots, 48 (10%) are currently "vacant", meaning they are not presently owned or leased by seasonal or year-round residents. However, 25 (52%) of these lots are undevelopable due to access or construction constraints, which means that, of the 505 lots in Denare Beach presently used for, associated with or available for housing, only 23 or 4.6% are actually open to purchase or lease by newcomers to Denare Beach. Clearly, this supply of vacant, serviceable lots could easily be exhausted within 5 years time at a modest rate of absorption.

There are, in fact, a greater number of vacant lots--in a strict physical sense--in Denare Beach than the 23 identified above; that is, lots which are devoid of structures. However, these lots are owned or leased by seasonal and year-round residents and are not, therefore, immediately available for development.

Table 8 identifies the degree of multiple-lot ownership/leasing in Denare Beach. In total, there are some 77 instances of seasonal and year-round residents either owning or leasing adjoining residential lots or portions thereof within the built-up portion of the community. The total number of lots involved is 152, which averages out to about 2 lots per multiple owner/leasee. Further, Roughly 62% of people who own or lease more than one lot year-round residents.

3.5 Land Ownership/Tenure and Residential Lot Supply (Cont'd)

Residents who lease more than one lot often do so for landscaping purposes; a practice that has been sanctioned by Council in conjunction with the DPRR. In other instances, the second lot is used to locate a garage, for storage or gardening purposes, or to enable house expansion.

In the older parts of town, where lots as initially surveyed are quite small, more than one is needed to accommodate a reasonably sized structure. Nevertheless, in many instances, additional owned or leased lots have been largely left in their undeveloped state and contribute to neither the aesthetics nor the development potential of the community. And considering the severe, physical constraints on residential expansion in Denare Beach involving water bodies, steep slopes, granite ridges and low-lying areas with poor drainage, this situation could hinder future community growth by thwarting the opportunity for infill development. As such, Council may wish to consider using fiscal measures to encourage the disposal of surplus leased or owned building lots.

On the positive side, the consultant was made aware of upwards of 65 known properties for sale in Denare Beach at time of writing; many presumably listed by seasonal residents unwilling to incur the costs associated with piped sewer and water services. Thus, over the short term at least, the housing demand can be partially satisfied through the resale market.

In this regard, the consultant estimates that the demand for housing resultant from future population growth translates into the need for an average of 5 to 10 units per year over the coming 15 years to accommodate new-family formation and in-migration to Denare Beach. This demand must be satisfied by new house construction on currently available and useable lots, of which there are 23, and in large part by the continued conversion of seasonal residences to year-round residences, of which roughly 175 remain in the community. However, at some point in time, the rate of cottage conversions will decline as the fact of sewer and water services is accepted by seasonal residents and in view of the continued attractiveness of Denare Beach as a resort community.

3.5 Land Ownership/Tenure and Residential Lot Supply (Cont'd)

Council must, therefore, be prepared to finance the physical expansion of the community, involving the construction of roads and the extension of services, with cost recovery occurring through the sale of lots and the levying of property taxes and, perhaps, local improvements charges.

The present report documents where infill development and physical expansion could occur in DenareBeach. With reference to the Action Area Plans, an immediate potential exists for some 100 new housing lots in the central and southern portions of the community. This development potential combined with the current availability of vacant, developable lots, the disposal of surplus lots, the continued conversion of seasonal residences and the resale market in general, should ensure an adequate supply of residential properties to accommodate future population growth in the community over the coming 15 year period.

3.6 Existing Land Use and Development Pattern

As eluded to in earlier discussion, Denare Beach functions primarily as a place of residence. This, combined with the impact of the village's proximity to Creighton and Flin Flon, has resulted in a limited range of land usage relative to a similarily sized but more self-sufficient community with a mature economic base. (Figure 7).

Industrial land use, for instance, is limited primarily to the storage of materials and machinery for road and building construction and park maintenance. The only true industrial establishment in the community is the fish plant, which is currently shut down.

Commercial enterprises likewise have a negligable impact on overall community land useage restricted, as they are, to providing for the very basic, day to day consumer needs of the resident and tourist populations.

Institutional land use is limited to the school, museum, cemetery and community hall/fire hall complex. Only in the area of recreational land useage does Denare Beach exhibit a broader function than simply 'a place to live'... as befits it role as a resort community.

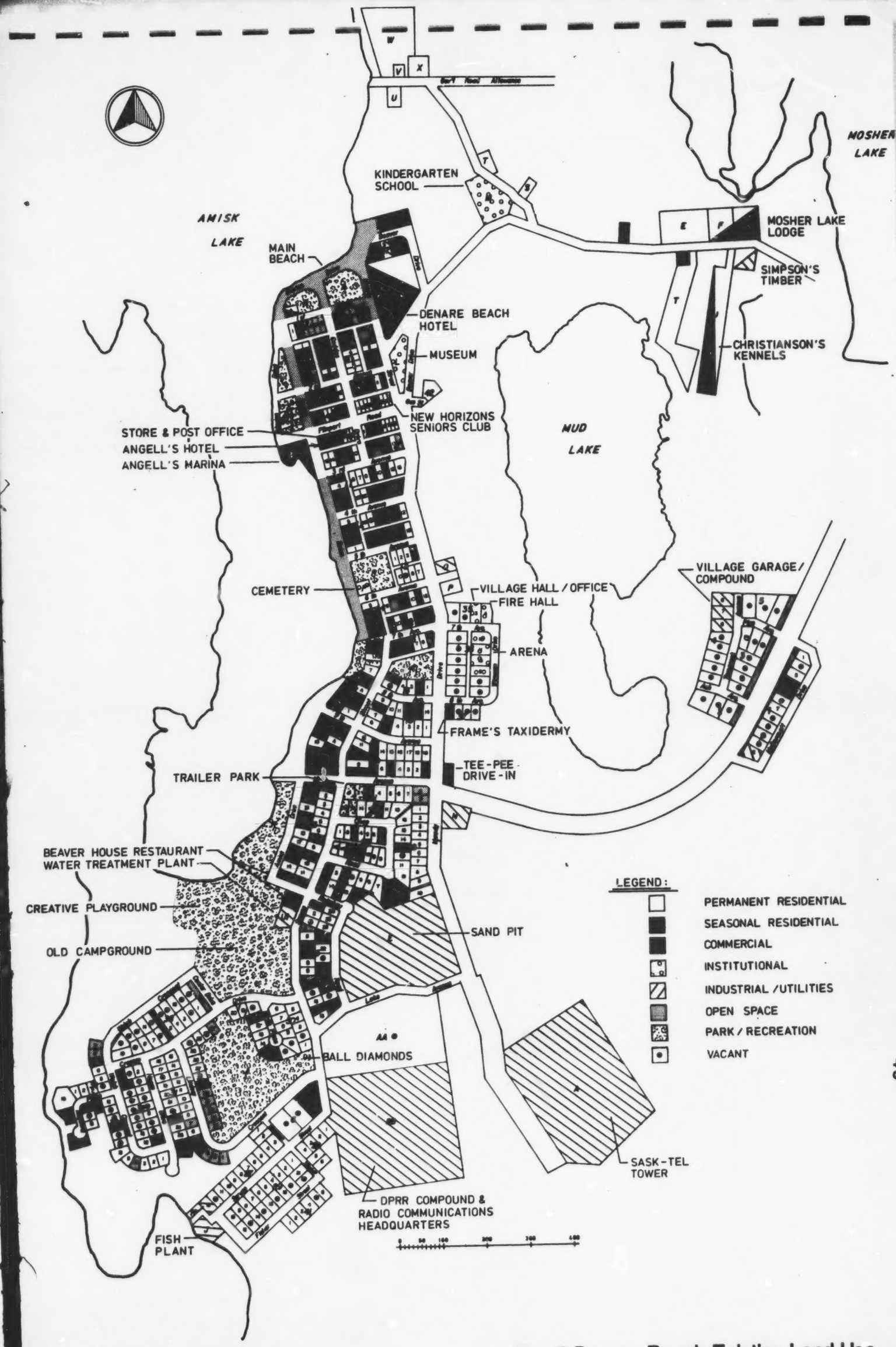


Fig. 7 Denare Beach Existing Land Use

3.6 Existing Land Use and Development Pattern (Cont'd)

The present report documents where infill development and physical expansion could occur in Denare Beach. With reference to the Action Area Plans, an immediate potential exists for some 140 new housing lots in the central and southern portions of the community.

No outstanding land use conflicts were observed by the consultant nor brought to his attention over the course of the study. There is, however, an apparent competition for space involving private and public recreational interests at the foot of Flinport Road. As well, a resident of the trucker's trailer court expressed concern over the transportation and drainage impact of nearby sand and gravel excavation.

Additionally, there are instances where an existing land use can be seen as inappropriate based upon the criteria of "highest and best use" and given local circumstances. One such instance involves the location of the DPRR storage and maintenance compound in an area highly suited to residential development. Fortunately, plans are underway to relocate these activities to both the new public campground and the recently developed industrial area.

Another instance of inappropriate land use involves the monopolization of public waterfront by private boathouses, many of which are in an unsightly and dilapidated condition. For the sake of the community's overall appearance and its image as a vacation haven set in pristine surroundings, Council should encourage the removal of boathouses. This could best be accomplished by providing a reasonable alternative to this convenient yet unattractive and space extensive method of boat storage. Such an alternative could involve the development of adequate boat docking and launching facilities (ie. marina(s)) by private and/or public interests. This should occur along a portion(s) of the shoreline least amenable to beach and water-related sports and recreation activities. And as far as winter storage is concerned, a fenced compound in the industrial area should provide adequate protection against possible vandalism.

4.0 ACTION AREA PLANS

Denare Beach began its history as a resort community. Early survey plans for cottage development showed a complete disregard for local topography. However, the experience of Flin Flon showed that structures, especially small cottages, could be built even on the most difficult terrain, and the need for eventual sewer and water servicing and "standard" road construction was not foreseen.

Today, Denare Beach is undergoing a transformation from a summer resort to a year-round community. A direct result of this change is the current installation of sewer and water services and associated street improvements. Future community development must have regard for the difficulty, if not impossibility, of installing these primary services over uneven and rocky terrain. This means that every available piece of serviceable land within the community area must be put to its highest and best use.

This section of the report examines 4 potential development areas--hereinafter referred to as "Action Areas"--from the standpoint of size, ownership, terrain conditions, drainage capability, access and serviceability, existing (on-site) land use, adjacent land use and recommended land use.

Figure 8 locates the 4 action areas on a plan of the community. In addition, the action area descriptions are accompanied by more detailed figures showing existing land use and the intent of the proposed site development recommendations.

It should be noted that the Municipal Capital Programs Branch of the then Department of Northern Saskatchewan undertook to have 13 soil test holes bored across those areas of the community identified by the consultant as amenable to physical development. The soils data derived from this drilling program is contained in a document dated November, 1983 entitled, "Soils Information for Sewer and Water Extensions for Proposed Community Expansion Areas" (Project No. 0092-1102-0007, File No. 84-3-19). Such data includes:

a) description of soil type by depth (test hole logs);
b) soil logs to depth of bedrock (or to limit of equipment);
c) water table depth for each log;
d) surface elevation of each test hole, and;
e) location of each test hole.

Fig. 8 Action Area Location Key Plan

For a more detailed description of Action Area soil characteristics than that provided by the foregoing, the reader is advised to review the above-noted document.

4.1 Action Area "A"

Legal Description: Not Applicable

Ownership: Unpatented Crown Land

Size: Area as shown on Figure 9.1 approximately 5.4 hectares (13.4 acres).

Terrain Conditions:

- sandy soil of undetermined depth over bedrock;
- slopes gently in a terraced fashion from east to west, the high ground occurring along Spruce Street and the low ground occurring adjacent to the Denare Beach Bay;
- heavily treed along Cressey Drive and directly to the west of the Beaver House Restaurant and the new water treatment plant. Cleared through the middle portion from Spruce Street to the bay.

Drainage Capability:

- readily drainable to the bay, to existing ditching along Custer Drive and Welsh Crescent, or to the marshy area to the north of Welsh Crescent.

Access and Serviceability:

- readily accessible from Amisk Drive, Spruce Street, Cressey Drive or Custer Drive;
- readily serviced from sewer and water lines currently installed in Amisk Drive, Spruce Street and Cressey Drive.

Existing Land Use (Figure 9.1):

- currently developed with a public campground, children's playground, public dock, boat launch, change rooms and a bandstand for the staging of community cultural events.

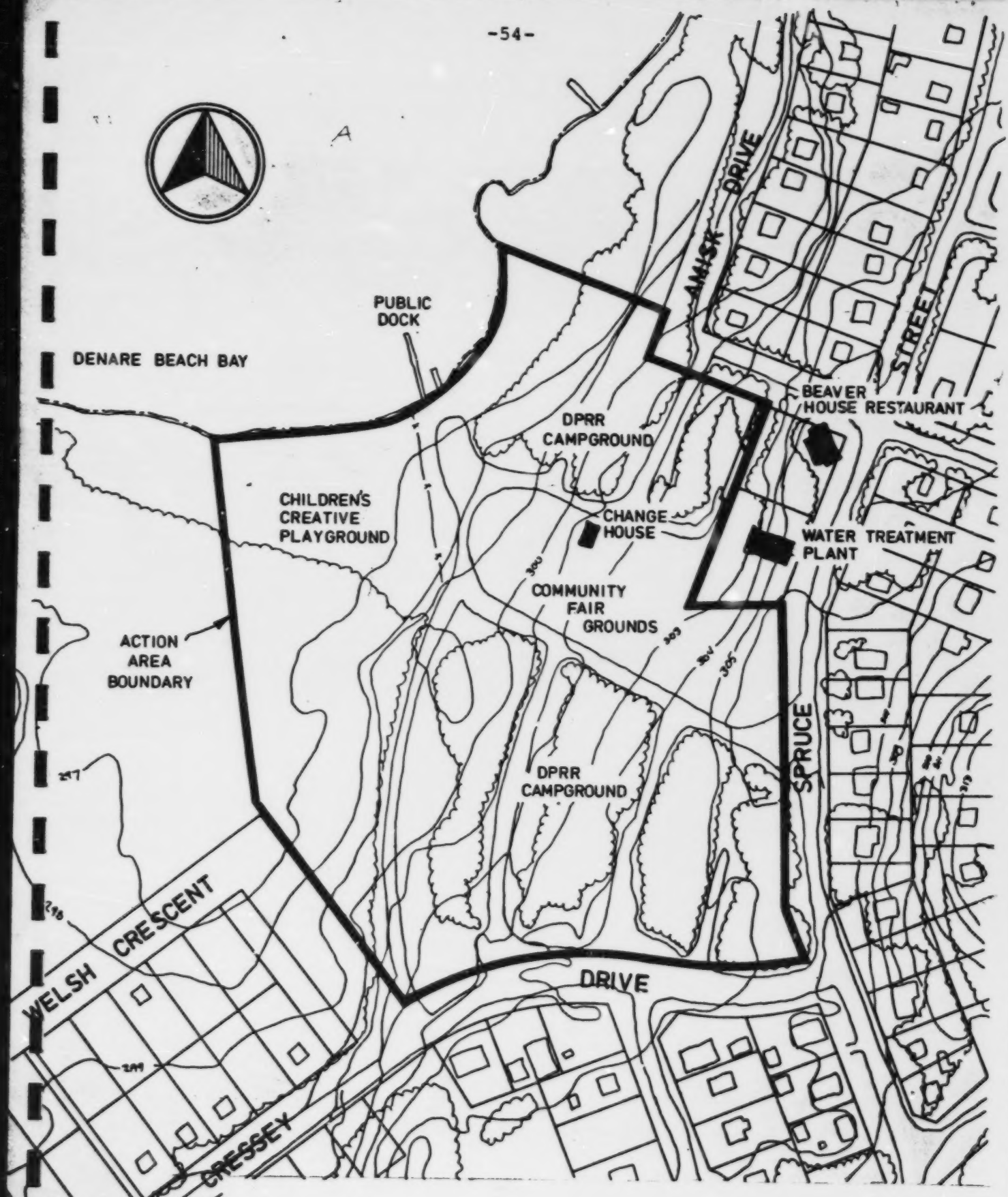


Fig. 9.1 Action Area A Existing Land Use

4.1 Action Area "A" (Cont'd)

Adjacent Land Use:

- primarily residential;
- Beaver House Restaurant and water treatment plant are located at the southwest corner of Spruce Street and Amisk Drive.

Recommended Land Use (Figure 9.2):

Relocation of the old DNS public campground within 2 or 3 years time will free-up Action Area "A" for more intensive development. In determining the best possible use of the site, the consultant, in conjunction with the community, considered the following points:

1. The site's central location, proximity to existing roads and services and highly buildable terrain make it too valuable to leave completely in its natural state upon removal of the campground.

2. The cleared, middle portion of the site affords a pleasant view of the bay and peninsula beyond, contains a playground, bandstand and change rooms and performs a very valuable function as a community fair grounds.

3. New Horizons, the community's senior citizens' organization, expressed immediate interest in obtaining a portion of the site for senior citizen's housing.

The Action Area Plan illustrated in Figure 9.2 attempts to accommodate what were concluded to be the three land uses best suited to the site. As can be seen, it is recommended that the southern portion of the site bounded by Spruce Street, Cressey Drive and Custer Drive be turned over to residential development by extending Welsh Crescent eastward to Spruce Drive. This will result in the formation of 18 building lots, most of which will be nicely treed if clearing is restricted to the road right-of-way, driveways and house sites.

Again with reference to Figure 9.2, it is recommended that the central portion of Action Area "A" be left in its present state, thereby preserving the fair grounds, bandstand, change rooms, childrens' playground, public dock and beach area, and enabling this area to continue functioning as a centrally located community park. The resultant park would be approximately 2.9 hectares (7.2 acres) in area.

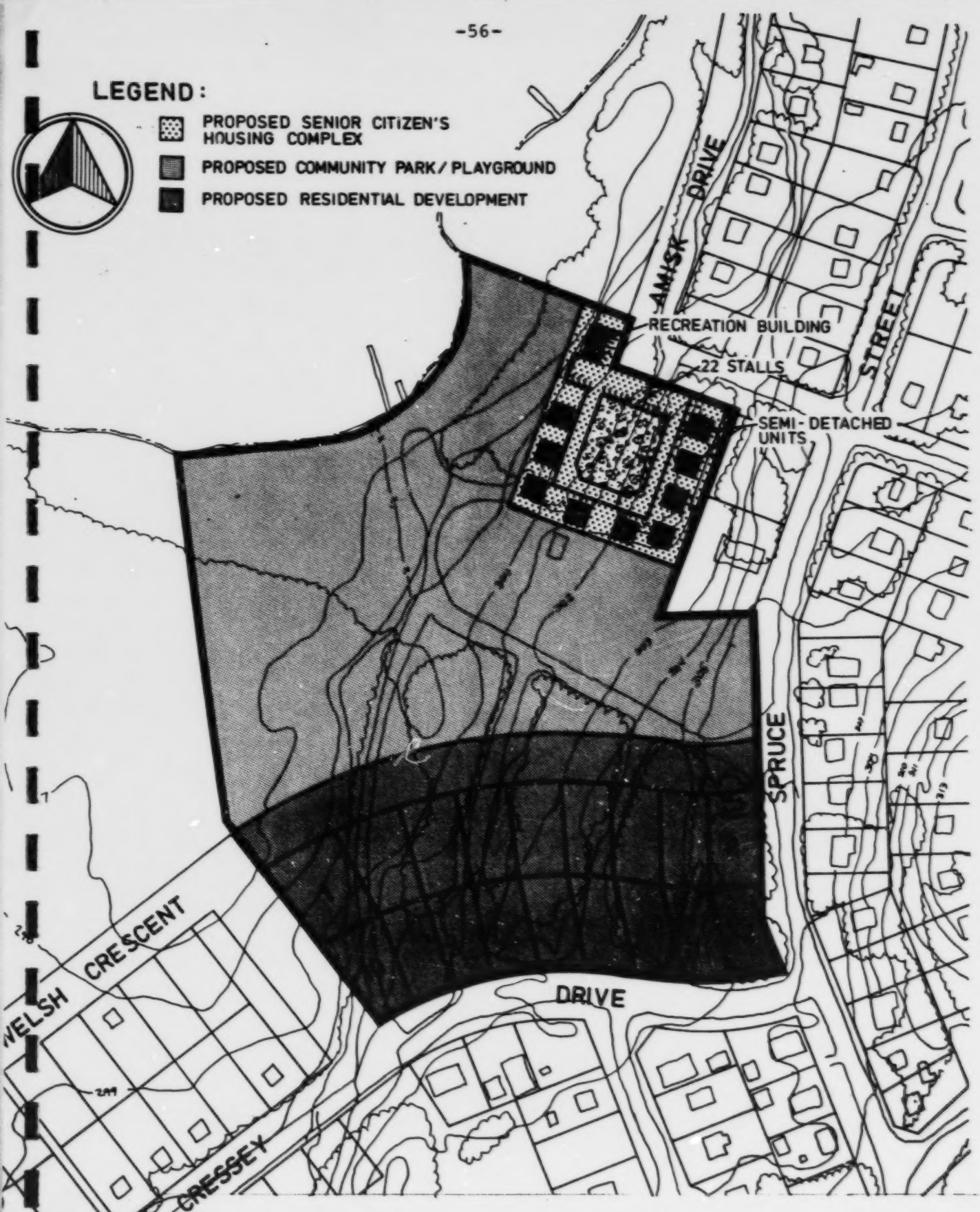


Fig. 9.2 Action Area A Proposed Land Use

4.1 Action Area "A" (Cont'd)

Finally, it is recommended that the treed, northeast corner of the site, behind the Beaver House Restaurant and water treatment plant, be turned over to the New Horizons, organization for development as a senior citizens cluster housing complex. Officers of the organization expressed great pleasure at the prospect of obtaining this portion of the site which they view as ideal in terms of proximity to the restaurant, water's edge and park space, as well as the sheltered and serene nature of the area. Figure 9 shows a possible site plan for such a development on approximately 0.6 hectares (1.4 acres of land).

4.2 Action Area "B"

Legal Description: Parcel F and Lot 3 of Block G, Plan 70PA04066; Lots 1 and 2 of Block G, Plan CS2226.

Ownership: Lot 3, Block G and Parcel F, DNS; Lots 1 and 2, Block G, private.

Size: Area as shown on Figure 10.1, approximately 5.3 hectares (13.2).

Terrain Conditions:

- sandy soils of undetermined depth over bedrock;
- generally flat across most of the site but bounded on the west by a bedrock ridge;
- heavily treed in the southeast portion of Parcel F and over much of Lots 1, 2, and 3, Block G.

Drainage Capability:

- surface runoff minimal due to porous soils;
- excess water from spring melt or heavy rain follows natural contours of land exiting site at north end into existing ditching along Cressey Drive, and at southwest corner across Lindsay Crescent emptying into a low area running between Lindsay Crescent and Spruce Street.

Access and Serviceability:

- vehicular access can currently be achieved from Cressey Drive, Spruce Street, Muskwa Street and Lindsay Crescent;
- site readily serviceable from existing and proposed sewer and water lines in Cressey Drive, Spruce Street and Muskwa Street.

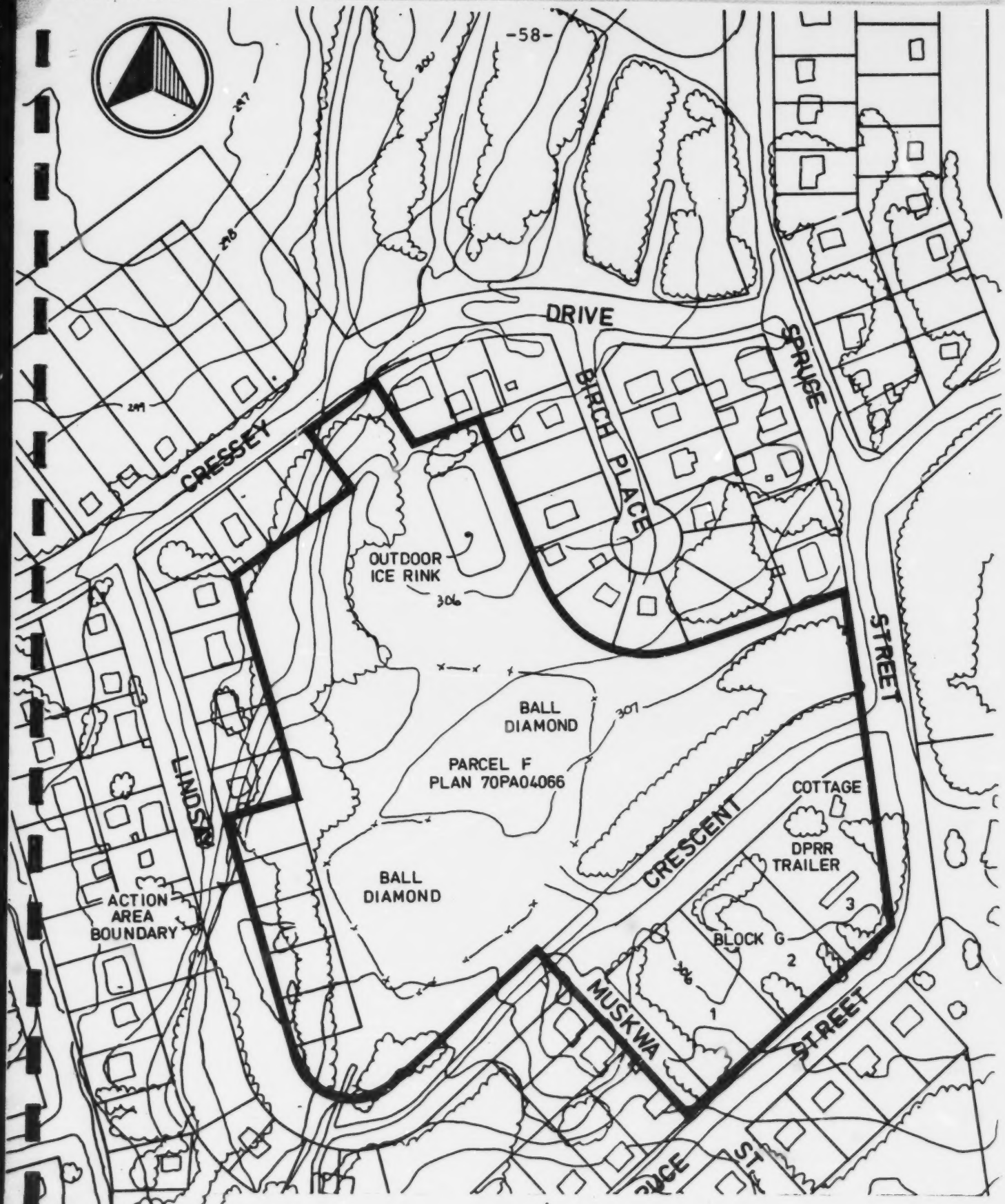


Fig. 10.1 Action Area B Existing Land Use

4.2 Action Area "B" (Cont'd)

Existing Land Use (Figure 10.1):

- Parcel F contains 2 soft ball diamonds and an outdoor ice rink;
- Lots 1 and 2 of Block G are vacant and currently used for sand and gravel storage;
- Lot 3 of Block G contains a summer cottage and a trailer for DPRR workers.

Adjacent Land Use:

- residential to the north, south and west;
- east of action area, across Spruce Street, lies Parcel AA, which contains an underground tank for the dumping of motorhome and trailer sewage, and Parcel BB which contains the DPRR radio communications building and the park maintenance and forest fire protection compound.

Recommended Land Use:

Figure 10.2 illustrates the proposed development of Action Area "B" as a joint-use, community school/park site with areas of approximately 2.4 hectares (6 acres) and 2.9 hectares (7.2 acres) respectively. This could be readily accomplished by closing off that portion of Lindsay Crescent between Muskwa Street and Spruce Street, thereby creating one large parcel of land extending from Spruce Street in the south to Cressey Drive in the north.

This development recommendation is premised on the following points:

1. Parcel F and Block G combine to form one of the most continuously level pieces of ground in the community, and is therefore ideally suited for space extensive uses such as sports field, playground and school site.

2. Parcel F is already developed with 2 soft ball diamonds and an outdoor skating rink, the relocation of which would be costly if the area wre to be turned over to housing in view of the current absence of a suitably large and level site for such facilities elsewhere in the community.

3. Parcel F is irregular in shape and poorly suited for development as a conventional, residential subdivision.

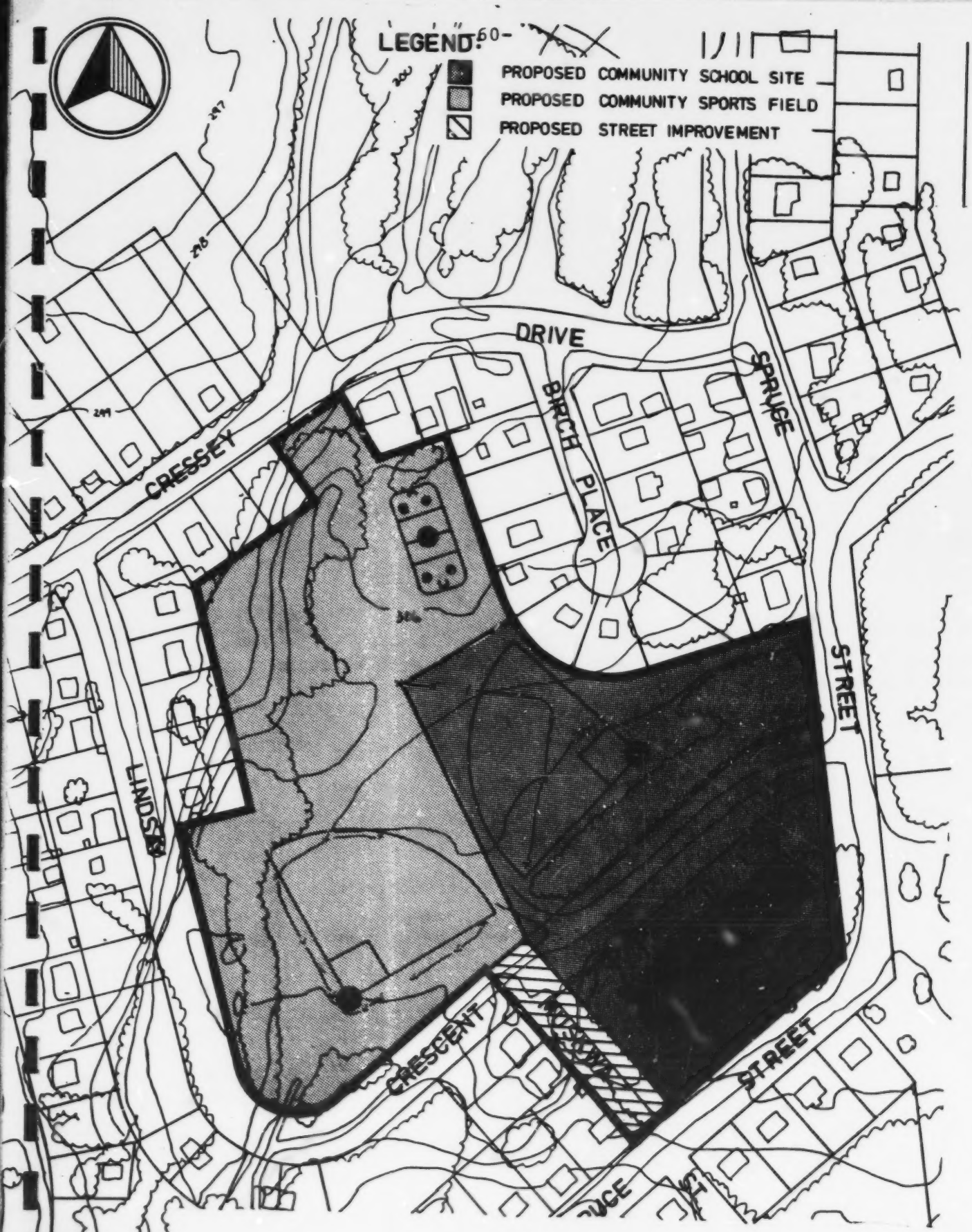


Fig. 10.2 Action Area B Proposed Land Use

4.2 Action Area "B" (Cont'd)

4. Lots 1 and 2 of Block G are currently vacant, with no prospects for development. Lot 3 of Block G will no longer be required by the DPRR upon relocation of their compound and radio communications headquarters, and the summer cottage could be easily moved to another lot.

5. The closing of Lindsay Crescent between Muskwa and Spruce Streets would have a negligable impact on local traffic and the street is not slated for sewer services. Moreover, access to the sports field can continue to occur via Cressey Drive on the north and Muskwa Street on the south.

6. Action Area "B" is ideally situated to serve as a focus for community education and recreation activity amidst what is increasingly becoming the most heavily populated portion of the community.

All of the above factors weigh heavily in favour of the planning recommendation that Action Area "B" be developed as a joint-use community school/park site.

4.3 Action Area "C"

Legal Description: Parcel AA and BB, Plan 76PA19230.

Ownership: Unpatented Crown Land.

Size: Approximately 11.9 hectares (29.3 acres) comprised of Parcel AA 4.2 hectares (10.3 acres) and Parcel BB 7.7 hectares (19.0 acres).

Terrain Conditions:

- fairly level across west half of site;
- dips to marsh in northeast corner;
- rises to bedrock ridge in southeast corner;
- majority of area slopes generally from east to west;
- large expanse of level, low ground outside of action area to the south of Fisher Street bordering lake;
- soil conditions vary greatly across site;
- generally sandy and clay/silt soils of variable depth over bedrock;
- area well treed except where cleared for DPRR compound.

Drainage Capability:

- readily drainable to marsh or to ditching along existing and proposed roadways.

4.3 Action Area "C" (Cont'd)

Access and Serviceability:

- road access currently from Spruce Street and Lake Avenue;
- road access proposed from Fisher Street, (Muskwa Street), and eventually, Moody Drive;
- readily serviceable from extensions of existing and proposed sewer and water lines in Muskwa Street, Fisher Street and Kakakew Road.

Existing Land Use (Figure 11.1):

- Parcel AA, the old DNS compound, is presently vacant but contains an underground storage vault for sewage disposal;
- Parcel BB contains the present DPRR compound and radio communications building.

Adjacent Land Use:

- residential to the west;
- sand pit to the north;
- void of development on the east and south;

Recommended Land Use:

Figure 11.2 illustrates the planning recommendation that Action Area "C" be developed as a residential expansion area. This land use proposal is premised on the following points:

1. Action Area "C" is suitable for housing and offers one of the few remaining opportunities for contiguous residential development in Denare Beach.

2. Parcel AA could be readied for immediate development upon excavation and removal of the sewage disposal vault.

3. Parcel BB will be available for development in 4 or 5 years time upon relocation of the DPRR park maintenance and radio communications equipment to the new public campground, and the forest fire fighting equipment to the new industrial area. The area included in the proposed plan, outside of Parcels AA and BB, is currently available for development and provides an opportunity for permanent (serviced) and seasonal (unserviced) residential development. It should be noted that the area proposed for cottage development on Figure 11.2 has a very high water table making the installation of basements and underground services unfeasible.

Fig. 11.1 Action Area C Existing Land Use

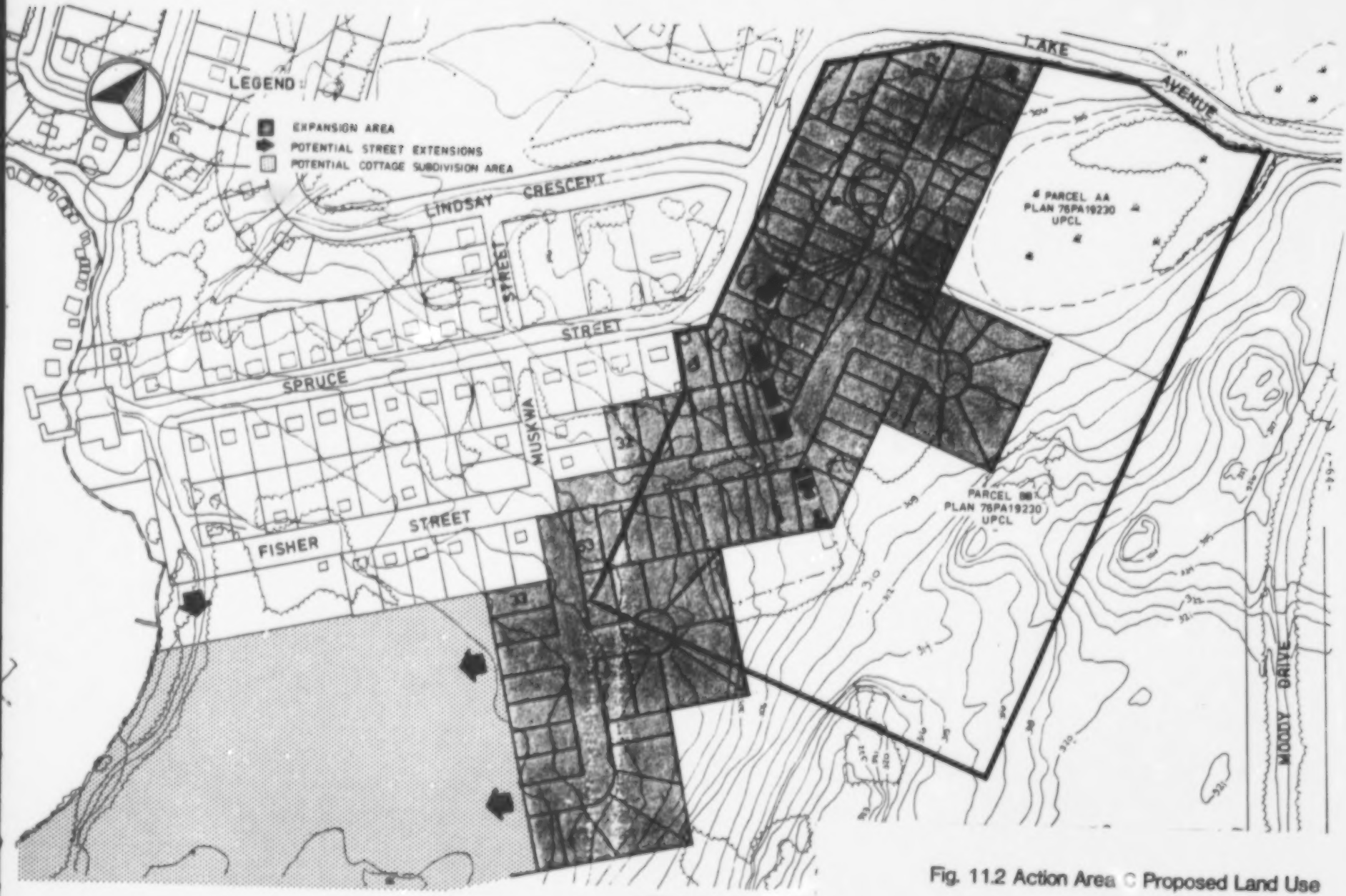


Fig. 11.2 Action Area C Proposed Land Use

4.3 Action Area "C" (Cont'd)

Full Development of Action Area "C" as shown in Figure 13 would result in the formation of a minimum of 85 year-round building lots, capable of supplying the town's needs for upwards of 10 years at current rates of absorption.

4.4 Action Area "D"

Legal Description: Parcel E, Plan CS2226.

Ownership: DNS.

Size: Approximately 4.9 hectares (12.2 acres).

Terrain Conditions:

- sand of variable depth over bedrock;
- pocket of organic soils in south east corner;
- split into east and west portions by a bedrock ridge;
- west portion contains a large sand pit banked on the east, south and west;
- east portion is largely in its natural state, slopes from north to south, is marshy in the vicinity of Lake Avenue and Moody Drive, and is developed with a sand pit on the east side of the bedrock ridge adjacent to Lake Avenue;
- tree cover occurs where site is undisturbed by mining operations.

Drainage Capability:

- natural drainage pattern has been disrupted by sand extraction;
- porous soils act to absorb most surface run-off and standing water is reportedly minimal, however, the dumping of large amounts of clay soils from sewer and water trench excavation may alter this.

Access and Serviceability:

- access is currently from Kakakew Road at the northwest corner of Parcel E and from Lake Avenue on the south;
- sewer and water lines are installed in Kakakew Road on the west;

4.4 Action Area "D" (Cont'd)

Existing Land Use (Figure 12.1):

Much of Parcel D is developed as a sand pit and , as most of the supply has been exhausted over the years, the pit is currenlty used for the disposal of trenched and blasted material from sewer and water system construction.

Adjacent Land Use:

Residential to the north and west, vacant to the east and south.

Recommended Land Use (Figure 12.2):

In it current state as an abandoned sand pit, Parcel D is unusable for physical development purposes. However, the systematic dumping and bulldozing of material blasted and excavated over the course of sewer and water line installation has served to level and decrease the depth of the pit bottom.

Conceivably, therefore, if this process of land reclamation was to continue over the coming years, Action Area "D" could eventually be seeded with grass and restored for use as a community fairgrounds and recreation area; a state far preferable to its current, unsightly condition. The treed ridge bisecting the site is also well-suited for development with hiking trails, which can eventually form part of a community-wide system of hiking and cross-country ski trails.

4.5 Proposed Community Land Use

Any proposal regarding future land use in Denare Beach must take into account the community's historic and well-established pattern of physical growth and development. Major departures from this pattern, unless absolutely justified by existing or impending land use conflicts, would be counterproductive. Moreover, as a community, Denare Beach is in its infancy. Stringent land use controls at this stage in its development could discourage, rather than promote, needed commercial and residential development.

Denare Beach does, however, require the guiding framework of an overall land use plan.

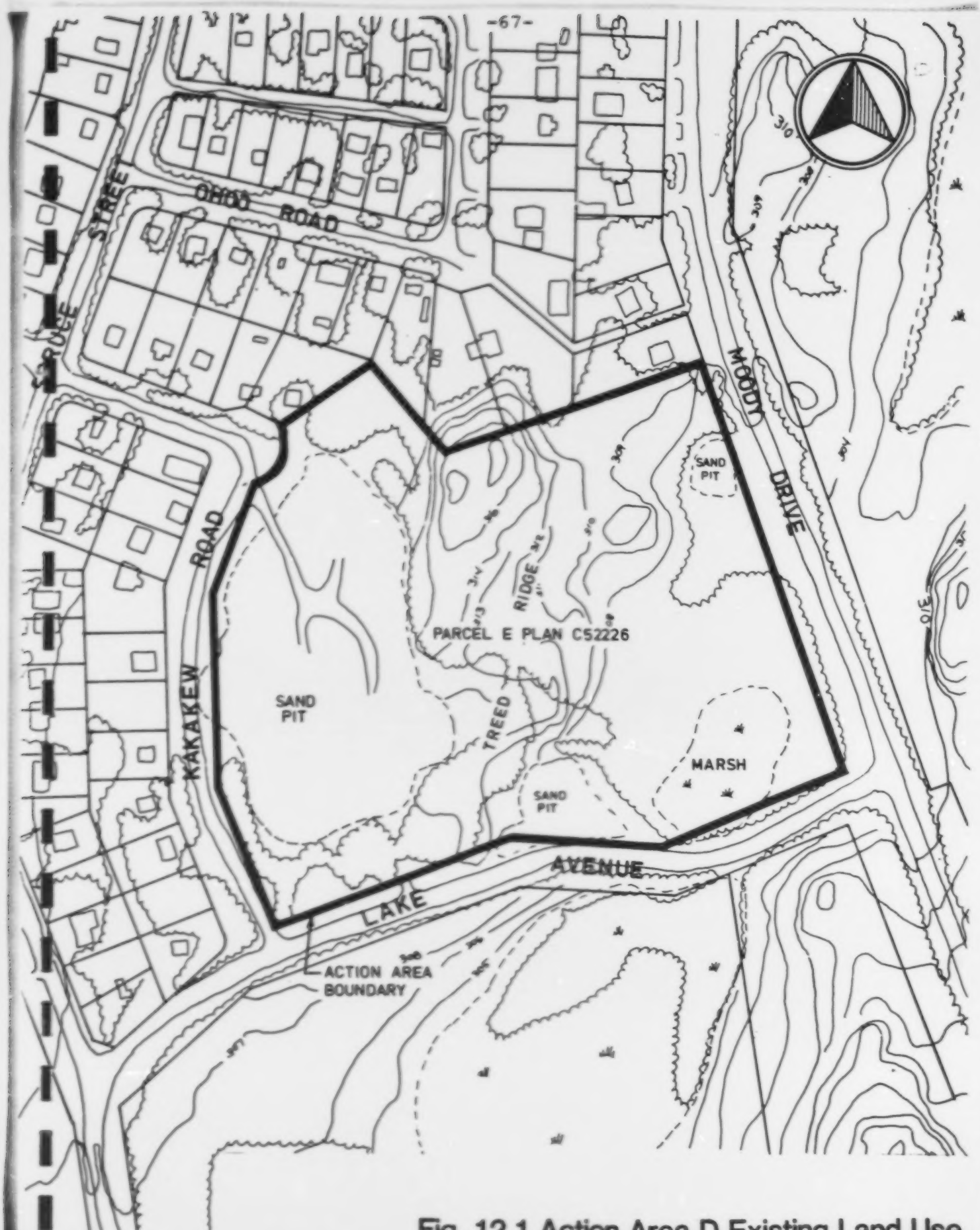


Fig. 12.1 Action Area D Existing Land Use

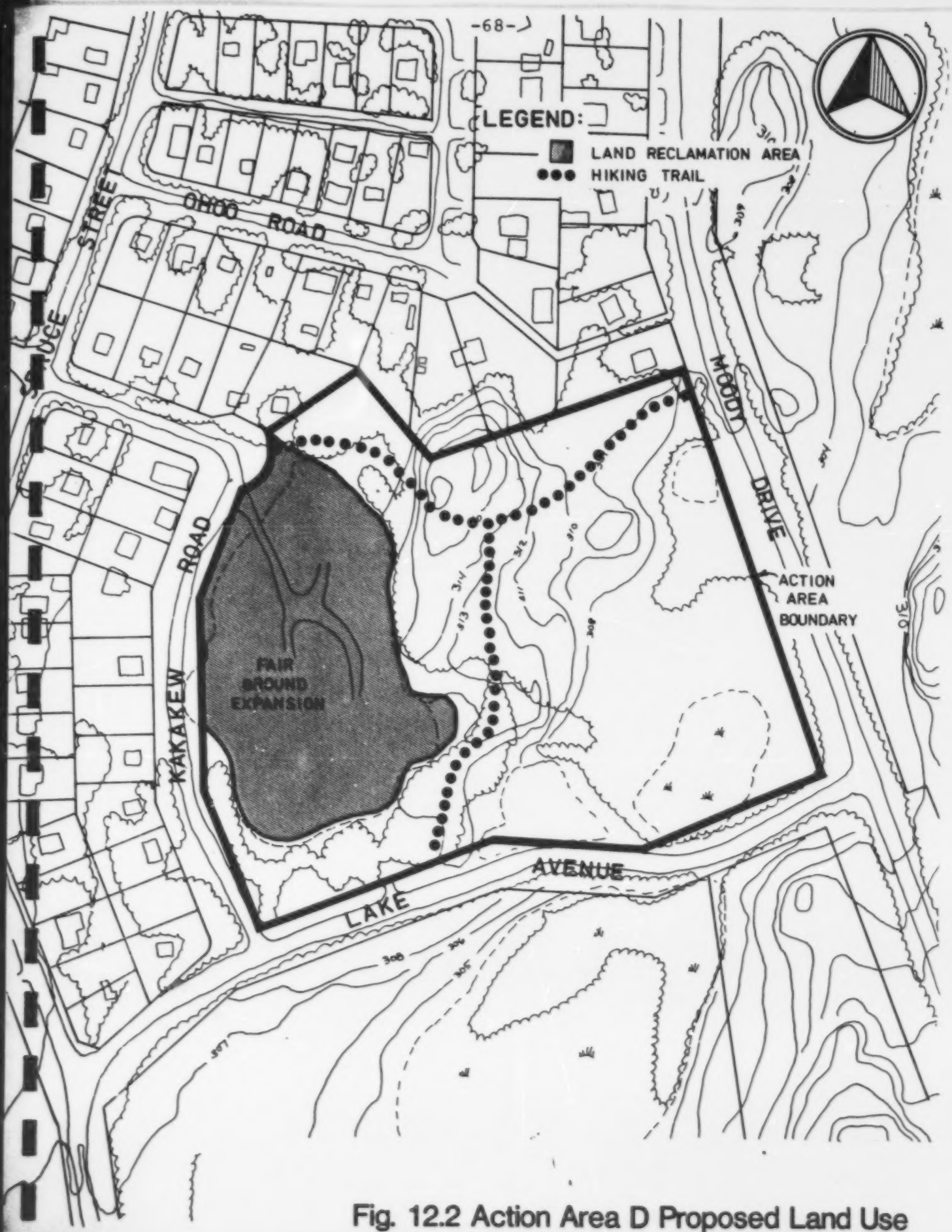


Fig. 12.2 Action Area D Proposed Land Use

4.5 Proposed Land Use (Cont'd)

The Village Council is empowered to enact a zoning by-law pursuant to the Saskatchewan Planning and Development Act. However, regardless of the eventual extent of municipal control over local land use matters, Council would be well advised to review each development proposal put forth on the basis of its overall contribution to the quality of life in Denare Beach, and not solely on the basis of its conformance with a land use plan and/or zoning by-law.

Figure 13, presents an overall land use plan for the built-up portion of the community. Except for a simplification of land use designations, the plan is essentially the same as the one proposed in 1978 by Makale, Holloway, and Associates Ltd. The present land use plan is self-explanatory, and largely reflects the way the community has developed to date.

4.6 Residential Land

The uniformity of the community's current housing stock rules out the immediate need for a multitude of single and multi-family residential desiginations. Likewise, no distinction is seen as necessary between permanent and seasonal residential lots within the community, until such time as the demand for summer homes increases to the point of limiting the availability of housing for people needing year-round residency.

In general, residential expansion should not occur on the fringes of Denare Beach until such time as the potential for infill housing has been exhausted. This means that every available lot within existing plans of subdivision be used for housing prior to the extention of streets and services with into adjacent, developable areas. This also means prohibiting the random establishment of individual housing lots as has occurred along Moody Drive and Mosher Road.

4.7 Commercial Land

Lots currently developed in whole or in part with business establishments have been designated "commercial" on the proposed land use plan. However, a long range goal should be to establish a "downtown" in Denare Beach by encouraging new business to locate on lots bordering Wigwan Drive and the north side of Moody Drive between 7th and 8th Avenues.

Fig. 13 Denare Beach Proposed Land Use

4.7 Commercial Land (Cont'd)

Again, in view of the community's size and limited range of business establishments, no distinction is seen as necessary between "general", "tourist", and "highway" commercial land use.

4.8 Industrial Land

A sound recommendation of the 1978 plan led to the establishment of the industrial subdivision bordering Highway 167 to the east of Mud Lake. The town garage and storage compound were recently constructed in the subdivision and the DPRR is expected to acquire lots here for similar purposes in the near future. The existence of the industrial subdivision should alleviate the necessity of using residential building lts in the community for the storage of trucks and heavy equipment and the stockpiling of sand and gravel.

4.9 Recreational Land

A majority of the land in Denare Beach currently used for public recreation purposes has been so designated by the proposed land use plan. The exceptions to this involve a portion of Parcel F, Plan 70PA04066, to be set aside as future school reserve, and portions of the unsurveyed lands comprising the old DNS campground and community park/playground, which are recommended for future housing development.

4.10 Institutional Land

There is currently no demand for institutional land in Denare Beach. However, the proposed land use plan does recommend that land be set aside in anticipation of a new community school and perhaps a church. As regards other uses of an institutional nature such as a new civic building, post office or medical clinic, lots should be reserved for these purposes within the commercial core area.

5.0 COMMUNITY CONCERNS, OBJECTIVES AND POLICY STATEMENTS

5.1 Introduction

One of the consultant's initial tasks involved administering a Community Leader's Survey to respected residents of Denare Beach involved in various aspects of community life. The survey requested the identification of pressing social, economic and physical issues and problems confronting Denare Beach, and solicited suggestions as to how the issues might be resolved and the problems overcome.

From a total of 20 survey questionnaires distributed, 8 were completed and returned. The responses received form the basis of the following statement of community concerns, objectives and policies. The consultant makes no claim that the concerns identified by the survey are entirely objective and well-founded, nor that the objectives and policy statements have the agreement and support of a majority of community residents.

Indeed, there are doubtless other important concerns which the survey failed to uncover, and other policies for community improvement which warrant consideration. As such, this section of the report is intended only to serve as a starting point for enlightened discussion and debate amongst community residents concerning the future of Denare Beach; a major component of self-government which, in the consultant's mind, has yet to be sufficiently utilized.

The questionnaire began by asking 'where' survey recipients resided and 'why'. Seven out of the eight respondents identified Denare Beach as their place of residence, citing several reasons including:

- the pleasure of small town life;
- ready access to outdoor recreation;
- quiet, pristine surroundings;
- the enjoyment of the resort-like atmosphere;
- it being a good retirement town;
- it being a good place to raise children, and;
- low property taxes.

The survey went on to query respondents on several facets of community life as detailed in the following paragraphs.

5.2 Municipal Services

5.2.1 Concerns

1. The Village budget is too limited to provide the broadest conceivable range of municipal services.

5.2.2 Objectives

1. To provide residents of Denare Beach with those services the concensus holds to be most important given municipal budget constraints.

5.2.3 Policies

1. The Village Council will attempt to priorize municipal services according to residents' desires as a basis for municipal budget allocation.

5.3 Educational Services

5.3.1 Concerns

1. Denare Beach should have its own K-9 school.
2. Land for a future school should be set aside.

5.3.2 Objectives

1. To strive for the provision to local families of adequate educational services and facilities within the Village of Denare Beach.
2. To ensure that an adequate site is reserved for a future school.

5.3.3 Policies

1. The Village Council will continue to lobby its political representatives and the provincial government for the early construction of a K-9 school.
2. The Village Council will reserve Parcel and Lots 1, 2 and 3 of Block G, Plan 70PA04066, for construction of a community school.

5.4 Recreational Services

5.4.1 Concerns

1. The needs of young people and the elderly do not receive adequate attention as regards the provision of local recreational services and facilities.

5.4.2 Objectives

1. To provide community recreational opportunities for people of all age groups.

5.4.3 Policies

1. The Recreation Committee, in conjunction with the New Horizons Club and local volunteer organizations, will endeavor to provide active and passive recreational facilities and programs for residents of all age groups.

5.5 Health Services

5.5.1 Concerns

1. Although Denare Beach is close to medical professionals and facilities in Creighton and Flin Flon, the community lacks a resident practitioner for medical emergencies and referrals.

5.5.2 Objectives

1. To provide community residents with a level of health care and commensurate with their essential needs.

5.5.3 Policies

1. The Village Council will acknowledge its authority to establish a Board of Health, to appoint a Medical Health Officer, and to negotiate with the Saskatchewan Department of Health for the construction of a medical clinic in the community should the need for such arise.

5.6 Commercial Services

5.6.1 Concerns

1. Denare Beach lacks a wide range of commercial services.

5.6 Commercial Services (Cont'd)

5.6.2 Objectives

1. To provide community residents with a sufficient range and quality of commercial services given the size and spending power of the village.

5.6.3 Policies

1. The Village Council will encourage the sale or lease of commercial lots and will promote Denare Beach and its commercial opportunities.

5.7 Tourism Services

5.7.1 Concerns

1. Denare Beach is not capitalizing on its great tourism potential.

5.7.2 Objectives

1. To maximize the position and stature of Denare Beach as a prime tourist attraction relative to other northern communities.

5.7.3 Policies

1. The Village Council will explore various avenues of promoting Denare Beach's tourism potential on a regional and provincial scale.

5.8 Transportation Services

5.8.1 Concerns

1. Denare Beach needs better transportation services between the village and Creighton/Flin Flon including regular bus service and local taxi service.

2. Highway #167 to Creighton/Flin Flon is in poor shape and has dangerous curves and hills.

3. Local traffic movement is impeded by the one-way movement in Spruce Street, the narrowness of some streets and the dilapidated street conditions.

4. Undeveloped street rights-of-way bordering shorelines should be permanently closed.

5.8 Transportation Services (Cont'd)

5.8.2 Objectives

1. To alleviate the necessity of vehicular ownership in the community especially for the benefit of youths, the elderly and regular commuters.

2. To reduce the risk of accidents and mechanical failure of local vehicles.

3. To improve vehicular and pedestrian movement about the community.

4. To close local streets which have not been developed.

5.8.3 Policies

1. The Village Council will encourage the establishment of local bus and taxi services.

2. The Village Council will negotiate with the province for the upgrading of substantial sections of Highway #167 for the safety and convenience of local residents and tourists.

3. The Village Council will review the community's street system and road maintenance program with a view to making vehicular and pedestrian movement as safe, convenient and pleasant as possible given budgetary constraints.

4. The Village Council will pass bylaws to close unused portions of road rights-of-way and designate such lands Public Reserve.

5.9 Services to the Elderly

5.9.1 Concerns

1. Denare Beach needs a senior citizens' home and low-cost, maintenance free retirement housing.

5.9.2 Objectives

1. To provide local senior citizens with a residential alternative to home ownership.

5.9 Services to the Elderly (Cont'd)

5.9.3 Policies

1. The Village Council acknowledges Denare Beach's role as a retirement community and will ensure the prompt construction of subsidized housing for senior citizens.

5.10 Communications Services

5.10.1 Concerns

1. Denare Beach needs a community satellite television dish.

2. Denare Beach needs toll-free telephone service to Creighton and Flin Flon.

5.10.2 Objectives

1. To improve local television service.

2. To reduce residents' monthly phone bills.

5.10.3 Policies

1. The Village Council will support a plan for the installation of a community satellite television dish with capital and O & M costs recovered through user fees.

2. The Village Council will continue to lobby for the early implementation of toll-free telephone service to Creighton and Flin Flon.

5.11 Housing Development

5.11.1 Concerns

1. Developable land for housing purposes is scarce in Denare Beach.

5.11.2 Objectives

1. To ensure the maximum utilization of residential lots in Denare Beach.

5.11 Housing Development (Cont'd)

5.11.3 Policies

1. The Village Council will exercise its authority over local land development to ensure an orderly efficient and cost-effective pattern of residential expansion and a realistic assessment and equitable assignment of property taxes and local improvements charges.

2. The Village Council will support the conversion of cottages to year-round residences, will emphasize the need for infill development, will encourage the disposal of surplus building lots and will discourage multiple lot leasing/ownership.

5.12 Commercial Development

5.12.1 Concerns

1. The community lacks a proper "downtown".

5.12.2 Objectives

1. To establish a focus for commercial activity in Denare Beach.

5.12.3 Policies

1. The Village Council will exercise its authority over local land development to ensure that new businesses in Denare Beach locate within the commercial core area demarcated by Wigwam Drive.

5.13 Shoreland Development

5.13.1 Concerns

1. Boathouses along the shoreline are a visual eyesore and many are in a state of disrepair.

5.13.2 Objectives

1. To treat shoreland as a valuable local resource, benefiting the entire community and enhancing the image of Denare Beach as a tourist resort.

5.13 Shoreland Development (Cont'd)

5.13.3 Policies

1. The Village Council will enact whatever bylaws are deemed necessary, and will undertake whatever public improvements are deemed necessary, to preserve protect and enhance Denare Beach's shorelands.

5.14 Employment Development

5.14.1 Concerns

1. There is untapped potential for local business and employment development within the resource sectors of tourism, fisheries and forestry.

2. Consideration should be given to examining the feasibility of establishing tourism ventures, such as a modern motel/restaurant, arcade, water-slide and marina, forestry projects involving reforestation and for forest thinning, a fish hatchery to help revive commercial fishing and a wild rice plant as a means of stimulating native employment.

5.14.2 Objectives

1. To reduce the reliance of the local labor force on mining.

5.14.3 Policies

1. The Village Council will explore avenues of local economic development which could be initiated or assisted by means of provincial and federal government grants, loans and job creation programs.

5.15 Community Appearance and Image

5.15.1 Concerns

1. Community appearance, involving the upkeep of public areas and private lots and buildings, has deteriorated in recent years.

5.15 Community Appearance and Image (Cont'd)

5.15.2 Objectives

1. To beautify the townscape for the benefit of Denare Beach's visual appearance and tourism image.

5.15.3 Policies

1. The Village Council will enact a building code and/or property maintenance bylaw to ensure a minimum standard of public and private property development and upkeep.

6.0 PLAN IMPLEMENTATION

6.1 Introduction

The present document serves to review and update the 1978 Denare Beach Community Plan by Makale, Holloway and Asociates Ltd. As such, neither document stands alone, and each should be used in conjunction with the other for a full picture of the social, economic and physical history and status-quo of the Village of Denare Beach.

These two documents contain a myriad of statistical and descriptive information and serve 3 functions basic to the community planning process:

1. They provide a profile of the community based upon its basic social, economic and physical elements;

2. They establish broad policies governing community socio-economic and physical growth and development intended to "shape" such growth and development in accordance with the needs and desires of local residents and in such a way as to enhance their "quality of life" and;

3. They translate these broad, community development policies into general and/or site-specific land use plans which, if adopted and adhered to, will serve to establish the "physical" framework for community environmental and socio-economic improvement.

6.2 Development Control

The Village Council is empowered to regulate and guide community growth and development. This is done by way of a Basic Planning Statement By-law. If adopted by Council, the Basic Planning Statement, in effect, becomes law.

In accordance with the Saskatchewan Planning and Development Act, the "statement" would consist of excerpts from this and the 1978 planning background documents dealing with community development policies, land use plans and capital works programming and budgeting. In addition to these 3 components, the "statement" could combine with a zoning by-law to govern land use and development. Briefly, the zoning by-law attaches a permitted use to each and every parcel of land within the Village boundaries.

6.2 Development Control

The by-law is comprised of a map and accompanying text. The map identifies where the various land uses are permitted, while the text sets out in detail the conditions under which the various land uses are permitted. Land use categories or "districts" used in the by-law normally would include the following: residential, commercial, industrial, institutional and recreational.

In general, the Basic Planning Statement uses broad policies backed by more specific zoning controls to bring about the desired and mutually agreed upon form of community development and pattern of land use. If or when enacted, the provisions of the "statement" and zoning by-law apply equally to the building and land development activities of both the public and private sectors of the community. However, the Planning and Development Act does set out procedures whereby provisions of the by-law can be appealed and the by-law amended to reflect unusual circumstances or changes in policy. Council and community awareness of this fact is important, for a development plan is not intended to restrict growth, but to ensure that it is consistent with the development goals of the community.

The enactment of a Basic Planning Statement complete with zoning by-law elevates community planning to a position of importance among the many functions of Council. For instance, it would require the establishment of a Zoning Appeals Board and the hiring of a Development Officer in order to assist Council in the implementation of the plan and administration of the by-law. For a more complete understanding of the implications of enacting a Basic Planning Statement, and Council's responsibilities in this regard, the consultant encourages liaison with the Community Planning Branch of the Saskatchewan Department of Urban Affairs, whose responsibility it would be to assist the Village in the implementation of land use controls.

6.3 Capital Improvement Program

Over the course of the plan update, the consultant was able to identify several community facilities which are needed in Denare Beach. Table 9 lists these items and their associated priority, preliminary cost estimation and time frame for acquisition. As can be seen, the items of expenditure are a town office, drop-in or cultural centre, senior citizens' housing and recreational equipment and facilities.

In addition, the consultant attached rough costs (exclusive of land) to the infrastructure requirements of the residential expansion proposed for Action Areas "A" and "C". These costs are also included in Table 9. It should be noted that all cost estimates in Table 9 are preliminary in nature, (exclusive of O & M costs) and given in constant, 1984 dollars with no allowance for inflation or debt servicing.

It should be noted that a major capital improvement suggested for several years as needed by the community is a channel across the peninsula which would link the bottom of Denare Beach Bay with the main body of the lake. The channel would cross the peninsula's narrowest point, a distance of some 135 metres (443 feet). It was thought that the channel would not only improve water transportation to the south portion of the community, but would improve the water quality of Denare Beach Bay and reduce silting by enabling the Bay to "drain". However, preliminary engineering and environmental investigations indicated that the channel would be difficult and costly to dig due to the presence of bedrock, and that subsequent flow of water would be minimal due to its shallow depth and would have a negligible impact on the Bay's water quality.

TABLE 9: DENARE BEACH CAPITAL IMPROVEMENTS PROGRAM 1983-1988

ITEM	PARTICULARS	PRIORITY	COST ESTIMATE	SUGGESTED TIME FRAME (in Years)
Town Office	1,800 sq.ft. @ $65/sq.ft.	1	117,000	0 - 5
Teen Drop-in or Cultural Centre	1,500 sq.ft. @ $45/sq.ft.	3	67,000	5 - 10
Senior's Housing	6 semi-detached units @ $50,000 per unit 5% Town Contribution	1	15,000	0 - 5
Beach Improvements	dock(s), launching ramp(s), change room(s), playground equipment, etc.	2	30,000	0 - 5
Soft Ball Diamonds	upgrade surface, new bleachers, backstops, concession stand, etc.	2	25,000	0 - 5
Soccer/Football Pitch	new	2	10,000	5 - 10
Tot Lot	assorted equipment	2	15,000	10 - 15
Residential Expansion (Action Area "C")	roads @ $38,700 street lighting @ $4,500 sewer @ $88,000 water @ $92,650 contingency and remoteness factors @ $72,150 5% Town contribution	1	14,800	0 - 5
Residential Expansion (Action Area "A")	roads @ $19,800 street lighting @ $2,500 sewer @ $35,100 water @ $34,990 contingency and remoteness factors @ $29,610 5% Town contribution	2	6,100	5 - 10
TOTAL ALL ITEMS			299,900	0 - 15

	WATER TREATMENT FACILITIES	SEWAGE OUTFALL & TREATMENT
WELLS	Capacity: 227 Lpm each well Pumps: two submersible deep well Jacuzzi- #1: Model 2S4D-T5-4"-2.15 L/S @ 382 kPa; Motor: 2 hp, 575v, 3PH, 60hz; #2: Model 3S4X12-T5-4"-3.47 L/s @ 448 kPa Motor: 3hp, 575V, 3PH, 60hz; Raw water supply line: 400m of 100mm series 710 poly	SPS #1: Pl, P2: Gorman Rupp T4A3-B(4x4) 29.65 L/S @ 16.2m TDH 247.7mm DIA impeller Motors: 11.2kw 1450rpm 208V, 3PH
WATER TREATMENT PLANT	Iron Filiters: Two Water Conditioning Canada: Model IF-48 with room for 1 more: Capacity of each 246 Lpm @ 700 kPa Chemical Feed Pumps: Wallace & Tiernan Model 94: Capacity: 72.6 Lpd, 120V, 1PH, 60hz 2 pumps feeding Potassium Permanganate 2 pumps feeding Sodium Hypochlorite Reservoir: 680,000L Water Distribution Heaters: Chromalox electric #CHH-30, 30kw, 575V, 3PH, 60hz Service Pumps: Three Peerless model C.E. 2x1x8.5 end suction 10 hp, 3500 rpm, 575V, 3PH, 60hz 6.31 L/S @ 501 kPa - peak hr = 2x6.31=12.62 L/S Fire Pump: Peerless vertical turbine, Model 12LBF 31.55 L/S @ 716 kPa Propane motor Community Supply Main: 250mm	SPS #2: Pumps Pl, P2: Gorman Rupp T3A3-B(3x3) 7.57 L/S @ 15.85m TDH 215.9mm DIA impeller Motors: 5.60kw, 208V 3PH SPS #3: Pumps Pl, P2: Gorman Rupp T3A3-B(3x3) 6.31 L/S @ 15.55m TDH 215.9mm DIA impeller Motors: 5.60kw, 208V 3PH SPS #4: Pumps Pl, P2: Gorman Rupp T3A3-B(3x3) 7.57 L/S @ 10.85m TDH 215.9mm DIA impeller Motors: 3.73kw, 208V 3PH Sewage Forcemain #1 SPS-STP: 470m of 200mm DIA Sewage Treatment Plant: Capacities: NORMAL 3.8 L/S MAX. 50.5 L/S RBC units: each one treat 370,000 L/Day of 410 mg/L BOD5 with effluent to not exceed 30 mg/L Outfall 11.5m of 200mm DIA insulated polyethylene

POOR

QUALITY

ORIGINAL